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ABSTRACT

This document contains the text of proposed House bills--"The Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act of 1990" (H.R. 3909) and "The Twenty-First Century Teacher Act" (H.R. 4130)--and the complete transcript of the hearings on "The Twenty-First Century Teachers Act" held in Los Angeles, California, and Washington, D.C. "The Twenty-First Century Teachers Act" is a bill to provide financial assistance for the development, recruitment, and training of teachers and other instructional personnel, and for other purposes. The titles within the Act (H.R. 4130) are concerned with: loan incentives for teaching; financial assistance for institutional recruitment and retention of individuals preparing to enter the teaching force; professional development academies; and teacher recognition. The titles of H.R. 3909 concern: loan forgiveness for teachers; early childhood and elementary preparation and retraining; and general provisions. (JD)

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ED324298

HEARINGS ON THE TWENTY-FIRST CENTURY TEACHERS ACT

HEARINGS

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARINGS HELD IN LOS ANGELES, CA, MARCH 3 AND WASHINGTON, DC, MARCH 15, 1990

Serial No. 101-82

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HEARING ON THE TWENTY-FIRST CENTURY TEACHERS ACT

SATURDAY, MARCH 3, 1990

House of Representatives,
Committee on Education and Labor,
Los Angeles, CA.

The committee met, pursuant to notice, at 10:00 a.m., Muses Room, California Museum of Science and Industry, Los Angeles, California, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present. Representatives Hawkins and Martinez.

Staff present: Ricardo Martinez, legislative analyst; Barbara Dandridge, administrative assistant; Peter Woolfolk, press secretary; Richard Jerue, staff director, Subcommittee on Postsecondary Education; and Michael Lance, minority professional staff member.

[Text of H.R. 3909 and H.R. 4130 follow.]

I

101st CONGRESS
2d Session

H. R. 3909

To recognize the leadership of the Honorable Augustus F. Hawkins by strengthening the early childhood and elementary teaching profession, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

January 30, 1990

Mr. Goodling introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To recognize the leadership of the Honorable Augustus F. Hawkins by strengthening the early childhood and elementary teaching profession, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act of 1990".

TITLE I—LOAN FORGIVENESS FOR TEACHERS

SEC. 101. AUTHORITY TO REPAY LOANS.

(a) GENERAL AUTHORITY.—Notwithstanding the provisions of the Higher Education Act of 1965 and in order to encourage individuals to enter the teaching profession and to assist in the recruitment of minority teachers, the Secretary is authorized to assume the obligation to repay Stafford loans (loans made, insured, or guaranteed under part B of title IV excluding section 428B of the Higher Education Act of 1965) for any borrower who is employed as a full-time teacher for service in an academic year in a public early childhood or elementary school. Such repayment shall be in accordance with subsection (b).

(b) RATE OF REPAYMENT.—

(1) Except as provided in paragraph (2), the Secretary of Education is authorized to repay for eligible individuals the principal of the loan in cases of approved service at the rate of 5 per centum the first year, 10 per centum the second year, 15 per centum the third year, and 20 per centum the fourth year. Such service shall be in consecutive years and certified by the Secretary of Education.

(2) For eligible individuals teaching in rural or urban areas, the Secretary is authorized to repay the principal of the loan in cases of approved service at the

rate of 20 per centum the first year, 25 per centum the second year, and 30 per centum the third year. Such service shall be in consecutive years and certified by the Secretary of Education.

(c) APPLICATION; PRIORITIES.—

(1) Eligible individuals shall apply prior to completion of their academic program to the Secretary of Education for participation in this program. The Secretary shall give priority to students demonstrating high academic achievement and potential for success in the teaching profession.

(2) For the first three years of this program, the Secretary shall give priority to minority students.

SEC. 102. AUTHORIZATION.

There are authorized to be appropriated to carry out this title $50,000,000 for fiscal year 1991 and such sums as may be necessary for each of the fiscal years 1992, 1993, 1994, and 1995.

SEC. 103. REGULATIONS.

The Secretary of Education is authorized to promulgate regulations as may be necessary in administering this program.

TITLE II—EARLY CHILDHOOD AND ELEMENTARY PREPARATION AND RETRAINING

SEC. 201. STATE ADMINISTERED GRANTS.

(a) GENERAL AUTHORITY.—From amounts appropriated under section 202, for any fiscal year, the Secretary of Education shall make grants to State educational agencies in accordance with the provisions of this title.

(b) STATE ALLOCATION.—The Secretary shall allocate amounts appropriated under section 202 for any fiscal year among the States with approved applications in proportion to the amounts allocated to such States under section 1005 of the Elementary and Secondary Education Act of 1965.

(c) LIMITATION.—In the first year a State receives a grant, not more than 5 per centum of the funds available to each State for the purpose of this title may be used for administration. In each succeeding year, not more than 3 per centum of funds available for the purpose of this title may be used for administration.

(d) USE OF FUNDS; PROGRAMS.—Grants under this title shall be used to improve the quality of the skills of teachers and the quality of instruction in reading, writing, history, government, and math and science in the Nation's public elementary and early childhood schools. The State educational agency may use such grants for—

(1) programs and technical assistance for teacher training and retraining and inservice upgrading of teacher skills in the fields of early reading, writing and creative writing, history, government, and math and science,

(2) programs and technical assistance to train teachers in the use of instructional equipment, materials, and computers in such fields,

(3) dissemination of information to all local educational agencies within the State relating to the exemplary programs in the field of reading, writing and creative writing, history, government, and math and science, or

(4) programs operated by local educational agencies or consortia of local educational agencies.

SEC. 202. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this title $50,000,000 for fiscal year 1991 and such sums as may be necessary for each of the fiscal years 1992, 1993, 1994, and 1995.

TITLE III

SEC. 301. PROGRAM DESIGNATION.

Part B of title III of the Higher Education Act of 1965 is amended by inserting before section 321 the following new section:

"SEC. 320. **PROGRAM DESIGNATION.**—The program authorized by this part may be cited as the 'Augustus F. Hawkins Program for Strengthening Historically Black Colleges and Universities'.".

TITLE IV—GENERAL PROVISIONS

SEC. 401. DEFINITIONS.

As used in this Act:

(1) The term "elementary school" means a day or residential school which provides elementary education as determined under State law.

(2) The term "early childhood school" means a day or residential school which provides early childhood, preschool, or early developmental education as determined by State law.

(3) The term "eligible individual" means a teacher who begins teaching after the date of enactment and teaching in an early childhood elementary school in reading, writing, or creative writing.

(4) The term "State" means a State, the Commonwealth of Puerto Rico, the District of Columbia, American Samoa, the Virgin Islands, the Northern Mariana Islands, or the Trust Territories of the Pacific Islands.

(5) The term "local educational agency" is given the same meaning as under chapter 1 of title I of the Elementary and Secondary Education Act of 1965.

(6) The term "State educational agency" is given the same meaning as under chapter 1 of title I of the Elementary and Secondary Education Act of 1965.

○

101st CONGRESS
2d Session

H. R. 4130

To provide financial assistance for the development, recruitment, and training of teachers and other instructional personnel, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

February 28, 1990

Mr. Hawkins (for himself, Mr. Williams, Mr. Goodling, Mr. Gaydos, Mr. Clay, Mr. Murphy, Mr. Kildee, Mr. Martinez, Mr. Owens of New York, Mr. Hayes of Illinois, Mr. Perkins, Mr. Sawyer, Mr. Payne of New Jersey, Mrs. Lowey of New York, Mr. Poshard, Mrs. Unsoeld, Mr. Washington, Mr. Rahall, Mr. Fuster, Mr. Jontz, and Mr. Mfume) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To provide financial assistance for the development, recruitment, and training of teachers and other instructional personnel, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) Short Title.—This Act may be cited as the "Twenty-First Century Teachers Act".

(b) Table of Contents.—

Sec. 1. Short title, table of contents.
Sec. 2. Findings.

TITLE I—LOANS INCENTIVES FOR TEACHING

Sec. 101. Establishment of separate NDSL Fund for teachers.

TITLE II—FINANCIAL ASSISTANCE FOR INSTITUTIONAL RECRUITMENT AND RETENTION OF INDIVIDUALS PREPARING TO ENTER THE TEACHING FORCE

Sec. 201. Purpose.
Sec. 202. Definitions.
Sec. 203. General authority.
Sec. 204. Allocation of funds.
Sec. 205. Applications and plans.
Sec. 206. Reports and evaluation.
Sec. 207. Authorization of appropriations.

TITLE III—PROFESSIONAL DEVELOPMENT ACADEMIES

Sec. 301. Findings.
Sec. 302. Definitions.
Sec. 303. Selection of grant recipients.
Sec. 304. Applications and plans.
Sec. 305. Use of funds.
Sec. 306. Evaluation.
Sec. 307. Authorization of appropriations.

TITLE IV—TEACHER RECOGNITION

Sec. 401. Short title.
Sec. 402. Statement of purpose.
Sec. 403. Findings.
Sec. 404. Definitions.
Sec. 405. Program authorized.
Sec. 406. Program requirements.
Sec. 407. Medal authorized.
Sec. 408. State and local programs.

SEC. 2. FINDINGS.

The Congress finds that it is necessary to enact additional programs—

(1) to alleviate shortages of teachers, including minority teachers, particularly in urban schools with high concentrations of disadvantaged students, and

teachers specializing in specific subject areas or trained to work with targeted populations;

(2) to improve teacher training by encouraging new developments in teacher preparation which provide for greater integration of subject matter and pedagogical training;

(3) to improve teacher retention by supporting new teachers' induction into the teaching profession;

(4) to improve teacher skills by providing opportunity for in-service training in specialty areas, teaching and classroom management skills, and school based management; and

(5) to improve teacher retention by providing opportunities for experienced teachers to take leadership roles in professional development academies, school based management efforts, and sabbatical programs.

TITLE I—LOANS INCENTIVES FOR TEACHING

SEC. 101. ESTABLISHMENT OF SEPARATE NDSL FUND FOR TEACHERS.

Part E of title IV of the Higher Education Act of 1965 (20 U.S.C. 1087aa et seq.) is amended by adding at the end thereof the following new section:

"LOANS INCENTIVES FOR TEACHING

"Sec. 469. (a) Purpose.—It is the purpose of this section to provide separate funds for loans under this part to students who undertake a commitment to enter into the teaching profession.

"(b) Authorization of Appropriations.—For the purpose of enabling the Secretary to make, for the purposes of this section, separate capital contributions to student loan funds established under this part, there are authorized to be appropriated $50,000,000 for fiscal year 1991 and each of the 4 succeeding fiscal years.

"(c) Use of Funds.—Any sums appropriated pursuant to subsection (b) for any fiscal year shall be available for apportionment pursuant to subsection (d) and for payments of Federal capital contributions therefrom to institutions of higher education which have agreements with the Secretary under section 463 and subsection (c) of this section. Such Federal capital contributions and all contributions from such institutions shall be used for the establishment, expansion, and maintenance of student loan funds.

"(d) Allocations.—The Secretary shall allocate the amount appropriated pursuant to subsection (b) for any fiscal year among institutions which have agreements under subsection (e) on the basis of the number of students enrolled in that institution who obtained Pell Grants during the most recently completed academic year for which satisfactory data is available to the Secretary. The Secretary shall reallocate any amounts for which institutions do not qualify by reason of subsection (e)(2)(B) in accordance with such equitable criteria as the Secretary shall prescribe by regulation.

"(e) AGREEMENTS WITH INSTITUTIONS.—An agreement with any institution of higher education for the payment of Federal capital contributions from funds appropriated under subsection (b) shall—

"(1) provide for the establishment and maintenance of a separate account, for purposes of this section, in the student loan fund required under section 463(a)(1);

"(2) provide for the deposit in such separate account of—

"(A) Federal capital contributions from funds appropriated under subsection (b);

"(B) a capital contribution by such institution in an amount equal to not less than one-ninth of the amount of the Federal capital contributions described in subparagraph (A);

"(C) collections of principal and interest on student loans made from the account;

"(D) charges collected pursuant to regulations under section 464(c)(1)(H);

"(E) reimbursement payments received under subsection (f)(6); and

"(F) any other earnings of the account;

"(3) provide that such student loan fund shall be used only for—

"(A) loans to students, in accordance with the provisions of this section;

"(B) administrative expenses, as provided in section 463(b), but including expenses under subsection (i) of this section;

"(C) capital distributions, as provided in section 466; and

"(D) costs of litigation, and other collection costs agreed to by the Secretary in connection with the collection of a loan from the fund (and interest thereon) or a charge assessed pursuant to regulations under section 464(c)(1)(H);

"(4) make the provisions of the agreement required by paragraphs (4) through (10) of section 463(a) applicable to loans made from funds appropriated pursuant to subsection (b) of this section; and

"(5) require the institution to disseminate information, in accordance with subsection (i), on the loans made from accounts established under subsection (c)(1).

"(f) TERMS OF LOANS.—

"(1) IN GENERAL.—Except as otherwise provided by this section, loans from any separate account established pursuant to subsection (c)(1)—

"(A) shall be made in the amounts, on the same terms and conditions, and under a loan agreement with the student that contains the same provisions as are required by section 464, and

"(B) shall be subject to deferral and cancellation in the same manner as any other loan from a loan fund established under this part.

"(2) SPECIAL CONDITIONS.—A student may not receive a loan from a separate account established pursuant to subsection (e)(1) unless such student has successfully completed the first and second years of a program of undergraduate education and enters into an agreement that—

"(A) contains a statement of the student's present intention to pursue a teaching career upon completion of his or her academic preparation;

"(B) provides that, if the student does not enter employment as a full-time teacher providing service described in section 465(a)(2)(A) within 2 years after such student ceases to carry at an eligible institution at least one-half the normal full-time academic workload, as determined by the institution, the loan shall be immediately repaid through consolidation as provided in subsection (g);

"(C) provides that, if the student ceases to be employed as such a teacher before the loan is canceled in full pursuant to section 465(a)(3)(A)(i) for 5 years of such service, the loan shall be immediately repaid through consolidation as provided in subsection (g);

"(D) contains such other terms and conditions as the Secretary may require to enforce the requirements of this section.

"(3) PRIORITY TO MINORITY, OTHER UNDERREPRESENTED, AND HIGH ACHIEVING STUDENTS.—(A) In making loans from an account established under subsection (c)(1), an institution shall give priority to—

"(i) individuals who are minority students or are otherwise underrepresented in the teaching profession, or in the curricula areas in which they are preparing to teach, and

"(ii) individuals who qualify and have need for such a loan and who demonstrate high academic achievement and potential for success in the teaching profession.

"(B) An institution of higher education shall—

"(i) have the responsibility for making the determinations required by subparagraph (A); and

"(ii) in setting the priorities under this paragraph, shall consult with the local education agencies in its area to determine the curricula areas that are experiencing teacher shortages and attempt to give priority to students meeting the requirements of clause (i) or (ii) of subparagraph (A) who are pursuing courses of study that will enable them to teach in these shortage areas.

"(4) AGGREGATE LOAN LIMITS.—Notwithstanding section 464(a)(2)(B), the aggregate of the loans for all years made by institutions of higher education from an account established under subsection (c)(1) may not exceed the amount specified in section 464(a)(2)(A).

"(5) EXPEDITED CANCELLATION OPTION.—(A) Loans from an account established under subsection (c)(1) shall, at the option of the borrower, be cancelled either under section 465 or under this paragraph.

"(B) Loans may be cancelled under this paragraph at the rates provided in subparagraph (C) for each complete year of service as a full-time teacher in schools—

"(i) currently receiving assistance under section 1013 of the Elementary and Secondary Education Act of 1965,

"(ii) currently designated for schoolwide projects under section 1015(b) of such Act, or

"(iii) serving rural or geographically isolated areas.

"(C) The percent of a loan which shall be cancelled under subparagraph (A) is 33⅓ percent for each complete year of service described in such subparagraph. If a portion of a loan is cancelled under this paragraph for any year, the entire amount of interest on such loan which accrues for such year shall be cancelled. Paragraphs (4) and (5) of section 465(a) apply with respect to cancellations under this paragraph.

"(g) CONSOLIDATION AUTHORITY.—Any student who is required to repay a loan or loans under this section by reason of subparagraph (B) or (C) of subsection (f)(2) shall be eligible for a consolidation loan under section 428C of this Act, notwithstanding subsection (a)(3)(A)(i) of such section, for purposes of repaying the loan or loans under this section.

"(h) REIMBURSEMENT FOR CANCELLATION.—The Secretary shall pay to each institution for each fiscal year an amount equal to 125 percent of the aggregate amount of loans from an account established under subsection (c)(1) which are canceled pursuant to subsection (f)(5) for such year, minus an amount equal to the aggregate amount of any such loans so canceled which were made from Federal capital contributions to its student loan fund provided by the Secretary under section 468. None of the funds appropriated pursuant to section 461(b) shall be available for payments pursuant to this subsection.

"(i) Obligation to Disseminate Information on Program.—Any institution which receives a Federal capital contribution under this section shall include with the information required to be disseminated under section 485 a separate document describing, in a form approved by the Secretary, the incentives provided under this section and develop an awareness and outreach program for prospective students entering the teaching profession.

"(j) Minority Student Definition.—For purposes of this section, the term 'minority student' means a student who is American Indian, Alaskan Native, Black (not of Hispanic origin), Hispanic (including persons of Mexican, Puerto Rican, Cuban, and Central and South American origin), Pacific Islander, or Asian American.".

TITLE II—FINANCIAL ASSISTANCE FOR INSTITUTIONAL RECRUITMENT AND RETENTION OF INDIVIDUALS PREPARING TO ENTER THE TEACHING FORCE

SEC. 201. PURPOSE.

It is the purpose of this part to authorize a grant program to provide financial assistance to institutions of higher education for programs to recruit and retain students, especially minority students, preparing to enter the teaching profession.

SEC. 202. DEFINITIONS.

As used in this title—

(1) The term "Secretary" means the Secretary of Education.

(2) The term "institution of higher education" has the meaning provided by section 1201(a) of the Higher Education Act of 1965.

(3) The term "historically Black college or university" means an institution that qualifies as a "part B institution" under section 322(2) of the Higher Education Act of 1965.

(4) The term "Hispanic-serving institution of higher education" means an institution of higher education which—

(A) has a student enrollment that is at least 25 percent Hispanic,

(B) is duly accredited by an agency recognized for that purpose by the Secretary of Education,

(C) provides a 4-year program leading to a baccalaureate degree or a 2-year program leading to an associate's degree, and

(D) is a public or nonprofit institution of higher education.

(5) The term "local educational agency" has the meaning provided by section 1471 of the Elementary and Secondary Education Act of 1965.

(6) The term "minority student" means a student who is American Indian, Alaskan Native, Black (not of Hispanic origin), Hispanic (including persons of Mexican, Puerto Rican, Cuban, and Central and South American origin), Pacific Islander, or Asian American.".

SEC. 203. GENERAL AUTHORITY.

The Secretary shall allocate funds under this title to State agencies for grants, in accordance with the requirements of this title, to institutions of higher education submitting applications that meet the requirements of section 205(a) and plans that meet the requirements of section 205(b).

SEC. 204. ALLOCATION OF FUNDS.

(a) ALLOCATION OF FUNDS TO STATE EDUCATIONAL AGENCIES.—

(1) ALLOCATION FORMULA.—The Secretary shall allocate funds appropriated under section 207 for any fiscal year among States entering into agreements with the Secretary that meet the requirements of paragraph (2). Such allocation shall be made in accordance with an allocation formula which the Secretary shall prescribe by regulation. Such formula shall provide for an equitable distribution of such funds among the States and shall—

(A) take into account the number of institutions in the States that are eligible for grant priority under subsection (b)(2) and the number of students enrolled in such institutions;

(B) take into account evidence of teacher shortages; and

(C) provide a minimum amount for each State that is sufficient to fund grants of sufficient size to operate at least one effective grantee program.

(2) STATE AGREEMENTS.—Any State desiring to obtain an allocation under paragraph (1) shall enter into an agreement with the Secretary in such form and containing such information and assurances as the Sec-

retary may reasonably require by regulation for the effective administration by the State of the grant program under this title. Such agreement shall, at a minimum—

(A) designate a single State agency to administer the grant program;

(B) provide for the selection of grant recipients in accordance with subsection (b); and

(C) provide (i) for such fiscal controls and fund accounting procedures as may be necessary to assure proper disbursement and accounting for grant funds, and (ii) for the making of such reports, in such form and containing such information, as may be reasonably necessary to enable the Secretary to perform the functions required by this title.

(b) INSTITUTIONAL AWARD.—From the amount allocated to any State under subsection (a), the State agency shall award grants to institutions of higher education located in such State. In making such awards, the State agency shall—

(1) evaluate the applications and plans submitted by such institutions in accordance with such competitive criteria as the Secretary shall prescribe by regulation;

(2) give priority to the applications and plans submitted by—

(A) historically Black colleges and universities, Hispanic-serving institutions of higher education, and other institutions with significant minority populations;

(B) institutions of higher education which have prepared and are preparing substantial numbers of teachers for service in rural schools or geographically isolated areas;

(C) institutions which have the highest numbers of Pell Grant recipients; and

(D) institutions of higher education that (i) have agreements with community and junior colleges to accept and honor the credits awarded by such colleges for a 2-year program of study in full satisfaction of the first 2 years requirements of that institution of higher education or (ii) are making substantial progress toward adoption of such an agreement.

SEC. 205. APPLICATIONS AND PLANS; USE OF FUNDS.

(a) APPLICATION.—Any institution of higher education desiring to obtain a grant under this title shall submit an application to the State agency designated under section 204(a)(2)(A) at such time, in such form and containing or accompanied by such information or assurances as the Secretary may require by regulation.

(b) PLANS.—Each institution of higher education desiring to obtain a grant under this title shall—

(1) prepare, develop, update, and submit to such State agency a plan which will enhance the recruitment and retention of students seeking careers in teaching, with a priority to—

(A) individuals who are minority students or are otherwise underrepresented in the teaching profession, or in the curricula areas in which they are preparing to teach, and

(B) individuals who qualify and have need for such a loan and who demonstrate high academic achievement and potential for success in the teaching profession.

(2) include in such plan—

(A) specific recruitment strategies for reaching secondary schools, community colleges, or other agencies and institutions from which candidates are to be drawn;

(B) specific retention strategies and activities, such as preinduction, summer sessions, instructional technology awareness, field trips, academic support services, and similar activities;

(C) specific recruitment and retention strategies developed by the institution of higher education, reflecting activities with one or more local educational agencies, community colleges, or other agencies and institutions from which candidates are to be drawn;

(D) proposed or articulated agreements between the institution of higher education and community colleges which assure that transfer students will receive full course credit and not be burdened with additional course requirements which impede or alter the normal sequence and graduation process;

(E) specific methods by which the institution of higher education will be working with local educational agencies to ensure that prospective graduates will be interviewed and, if possible, placed in jobs upon meeting all graduation requirements;

(F) the goals and objectives which are to be used to indicate the degree of success being obtained by the grant recipient in its program under this title, including specific timelines; and

(G) the special plans, if any, which will assure that students are being prepared for careers in rural or geographically isolated communities.

(c) USE OF FUNDS.—An institution of higher education may use funds provided under this title only for the conduct of activities that are specifically described in the plan submitted in accordance with subsection (b) of this section.

SEC. 206. REPORTS AND EVALUATION.

(a) REPORTS.—Any institution of higher education receiving a grant under this title shall submit to the Secretary an annual report and a final report containing such information as the Secretary may reasonably require—

(1) to determine whether the institution has attained the goals and objectives (including timelines) set forth in its plan under section 205(b)(2)(F); and

(2) to evaluate the success of the programs under this title in achieving the purposes of this title.

(b) EVALUATION.—The Secretary shall prepare and submit to the Congress, not later than 5 years after the date of enactment of this Act, an evaluation of the effectiveness of the program authorized by this title in attaining the purpose of this title. Such report shall contain any recommendations the Secretary considers appropriate for changes in such program.

SEC. 207. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this title $250,000,000 for fiscal year 1991 and such sums as may be necessary for each of the 4 succeeding fiscal years.

TITLE III—PROFESSIONAL DEVELOPMENT ACADEMIES

SEC. 301. FINDINGS AND PURPOSE.

(a) FINDINGS.—The Congress finds that—

(1) professional development academies can serve as forums for the coordination and provision of a variety of activities to meet the needs of school districts;

(2) in-service training for experienced teachers enables such teachers to keep current in their substantive fields of expertise and in the practice of teaching;

(3) in-service training enables teachers to learn new substantive fields of expertise in order to alleviate teacher shortages;

(4) in-service training provides teachers an opportunity to enhance skills in classroom management;

(5) in-service training in school districts operating new school based management and shared decision-making programs assist teachers, principals, and administrators to assume new responsibilities; and

(6) providing experienced teachers with sabbaticals allows such teachers the opportunity to participate in professional programs and activities, and allows such

teachers the opportunity to return to the classroom renewed.

(b) PURPOSE.—It is the purpose of this part to authorize a grant program to provide financial assistance to consortia of local education agencies, institutions of higher education and other eligible entities in order to develop and provide the highest quality professional training for our existing and future workforce for our Nation's schools.

SEC. 302. DEFINITIONS.

As used in this title—

(1) The term "professional development academy" means an entity that—

(A) is operated by a partnership which includes one or more local educational agencies and one or more institutions of higher education that offer teacher training programs, and

(B) provides in-service training and other activities described in this title to teachers and administrators.

(2) The term "Secretary" means the Secretary of Education.

(3) The term "local educational agency" has the meaning provided by section 1471 of the Elementary and Secondary Education Act of 1965.

(4) The term "institution of higher education" has the meaning provided by section 1201(a) of the Higher Education Act of 1965.

(5) The term "State educational agency" has the meaning provided by section 1471 of the Elementary and Secondary Education Act of 1965.

SEC. 303. SELECTION OF GRANT RECIPIENTS.

(a) FORMULA GRANTS.—

(1) STATE ALLOCATION.—Except as provided in subsection (e), the Secretary shall allocate an amount equal to 80 percent of the amount appropriated under section 307 for any fiscal year among States educational agencies that have entered into agreements with the Secretary that meet the requirements of section 304(a). The Secretary shall allocate such amount among such State educational agencies on the basis of the the number of children counted, under section 1005(c) of the Elementary and Secondary Education Act of 1965 for the most recent allocation under such section, in the school districts of the local educational agencies which are participating in consortia that have submitted applications meeting the requirements of section 304(b)(1).

(2) SUBSTATE ALLOCATION.—Each State educational agency receiving an allocation of funds under

paragraph (1) shall, subject to subsection (e), distribute such funds among the consortia (that have submitted such agreements) on the same basis and using the same data as was used by the Secretary in making the allocation under paragraph (1), except that the State educational agency may reallocate any funds which it determines will not be used by a consortia among the other consortia on an equitable basis.

(b) COMPETITIVE GRANTS.—From the remaining 20 percent of the amount appropriated under section 307 for any fiscal year, the Secretary shall award grants to establish and operate professional development academies under this title on the basis of a competition among eligible applicants whose applications provide evidence that the professional development academy will provide an interstate, international, or other exemplary program. The Secretary shall prescribe, by regulation, criteria for the selection of grant recipients under this subsection.

(c) ELIGIBLE APPLICANTS.—Grants under this title shall only be made to applicants that are consortia composed of one or more local educational agencies and one or more institutions of higher education that offer teacher training programs. Such consortia may also include components from business, industry, and technical, proprietary, and community colleges.

(d) DURATION OF GRANTS.—Grants under this title shall be for 5 years and may be renewed for not more than one additional 5-year period.

(e) STATE ADMINISTRATION.—The Secretary shall reserve 3 percent of the amount allocated under subsection (a)(1) for the purpose of providing administrative funds to State educational agencies. Such funds shall be in an amount equal to 3 percent of the total amount awarded to consortia in that State and shall be used for the purposes described in section 305(b).

SEC. 304. APPLICATIONS AND PLANS.

(a) STATE AGREEMENTS.—Any State educational agency desiring to obtain an allocation under section 303(a)(1) shall enter into an agreement with the Secretary in such form and containing such information and assurances as the Secretary may reasonably require by regulation for the effective administration by the State educational agency of the grant program under this title. Such agreement shall, at a minimum—

(1) provide for the allocation of funds in accordance with section 303(a)(2); and

(2) provide (A) for such fiscal controls and fund accounting procedures as may be necessary to assure proper disbursement and accounting for grant funds, and (B) for the making of such reports, in such form

and containing such information, as may be reasonably necessary to enable the Secretary to perform the functions required by this title.

(b) CONSORTIA APPLICATIONS.—

(1) APPLICATIONS FOR ALLOCATIONS.—Any consortium desiring to obtain an allocation under section 303(a)(2) shall submit an application therefor to the State educational agency of the State within which it is located. Such application shall be submitted at such time, in such form, and contain or be accompanied by such information and assurances as the Secretary may require by regulation. An application that complies with such regulation shall be approved by the State educational agency unless the State educational agency determines that such application is not in fact designed to meet local and statewide current and projected teacher shortages, and of sufficient size and scope to meet the articulated goals of the projects.

(2) APPLICATIONS FOR GRANTS.—Any consortium desiring to obtain a grant under section 303(b) shall submit an application therefor to the Secretary. Such application shall be submitted at such time, in such form, and contain or be accompanied by such information and assurances as the Secretary may require by regulation.

(c) Consortia Agreements.—Any consortium desiring to obtain funds under this title for the establishment of a professional development academy shall enter into an agreement with the Secretary, in the case of a grant under section 303(b), or with the State educational agency, in the case of a grant under section 303(a). Such agreement shall be in such form and contain such information and assurances as the Secretary may reasonably require by regulation for the effective administration of such academy by the consortium. Such agreement shall, at a minimum—

(1) describe in detail the intended use of such fund;

(2) provide for such fiscal controls and fund accounting procedures as may be necessary to assure proper disbursement and accounting for grant funds; and

(3) provide for the making of such reports, in such form and containing such information, as may be reasonably necessary to enable the Secretary to perform the functions required by this title.

SEC. 305. USE OF FUNDS.

(a) Local Funds.—Funds provided to consortia under section 303(a) or 303(b) of this title may be used—

(1) to provide support and in-service training for local educational agencies based upon most recent re-

search findings and needs articulated by the local education agencies;

(2) to coordinate research and practice, especially between professional preparation programs and current and future demands of workplace;

(3) to improve and upgrade skills of teachers, especially in regard to emerging technology;

(4) to recruit and retain teachers, with highest priority to minority individuals and individuals serving in shortage areas as determined by members of the consortia;

(5) to enhance school improvement efforts by training school personnel how to provide high quality instructional programs targeting particular populations of students such as disadvantaged students, handicapped students, students who are limited English proficient or individuals who are preschool age;

(6) to improve school based management and decisionmaking and practice;

(7) to develop strategies which include business and industry as fully active partners in the consortia agreements;

(8) to provide guidance in the establishment of priorities for, and assistance in the coordination of, inservice and professional renewal for teachers across the

full spectrum of Federal and State programs, as reflected in the consortia agreement;

(9) to establish intrastate and interstate networks for the purposes of this Act; and

(10) to establish international networks for the purposes of this Act.

(b) STATE FUNDS.—Funds awarded under section 303(e) shall be available to cover the cost for the State educational agency to review and comment on each grant application submitted under section 304(b). Such review shall be for purposes of ascertaining whether the grant applications are in fact designed to meet local and statewide current and projected teacher shortages, and whether the work plans proposed are of sufficient size and scope to meet the articulated goals of the projects.

SEC. 306. EVALUATION.

(a) REPORT BY SECRETARY.—The Secretary of Education shall submit biennial reports on the program authorized by this title to the appropriate authorizing committees of Congress.

(b) GAO REPORT.—The Comptroller General shall submit an evaluation on the program authorized by this title due to the appropriate committees by January 1, 1994.

SEC. 307. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this title $500,000,000 for fiscal year 1991 and such sums as may be necessary for each of the 4 succeeding fiscal years.

TITLE IV—TEACHER RECOGNITION

SEC. 401. SHORT TITLE.

This title may be cited as the "Teacher of the Year Recognition Act".

SEC. 402. STATEMENT OF PURPOSE.

It is the purpose of this title to provide special and extensive nationwide recognition and honor to elementary and secondary school teachers selected each year as the State teachers of the year and to provide additional recognition for the national teacher of the year.

SEC. 403. FINDINGS.

The Congress finds that—

(1) the quality of America's schools depends primarily on the men and women who teach in such schools;

(2) in order to attract academically talented young Americans into teaching, Americans must raise the status of teaching as a profession;

(3) in order to keep the best teachers in the classrooms, Americans must raise the status of teaching as a profession;

(4) at present, America's best school teachers receive too little recognition;

(5) Americans can raise the status of all teachers by recognizing and honoring those who are truly outstanding; and

(6) the time has come to reaffirm the centrality of teaching, to honor outstanding teachers, and give such teachers the nationwide recognition they deserve.

SEC. 404. DEFINITIONS.

As used in this title—

(1) The term "Secretary" means the Secretary of Education.

(2) The term "State teacher of the year" means an individual designated as teacher of the year in each of the several States by the Council of Chief State School Officers.

(3) The term "national teacher of the year" means the individual chosen as national teacher of the year by the Council of Chief State School Officers.

(4) The term "President" means the President of the United States.

SEC. 405. PROGRAM AUTHORIZED.

The Secretary is authorized and directed, in accordance with the provisions of this title, and in consultation with the relevant Committees of Congress, to design and implement a recognition program for teachers designated by the Council of Chief State School Officers as teachers of the year and the national teacher of the year.

SEC. 406. PROGRAM REQUIREMENTS.

(a) LOCATION.—The ceremonies and briefings held pursuant to the recognition program authorized by this title shall take place in Washington, D.C., and shall include at least one major event sponsored by the Congress.

(b) CEREMONIES AND BRIEFINGS.—The recognition program shall consist of ceremonies to honor the teachers and their accomplishments, and informational briefings on issues of interest to teachers.

(c) CONSULTATION REQUIRED.—The Secretary shall consult with educational organizations in designing the recognition program authorized by this title.

(d) EXPENSES.—(1) The Secretary shall pay the costs of travel, room and board, and expenses of the teachers participating in the program.

(2) Notwithstanding any other provision of law, the Secretary is authorized to accept gifts of money and contributions of goods and services to help defray the costs of this title.

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SEC. 407. MEDAL AUTHORIZED.

(a) In General.—The Secretary shall designate and procure a medal to honor the State teachers of the year and the national teacher of the year.

(b) Presentation.—Such medals shall be presented to the teachers participating in the recognition program by the President or his designee.

SEC. 408. STATE AND LOCAL PROGRAMS.

The Secretary is authorized to work with State and local governments, State and local educational agencies, and other organizations to encourage the development of State and local recognition programs to honor outstanding teachers and other educators.

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Chairman **Hawkins**. Ladies and gentlemen, I realize that we do have others who are due here at this time, and Mr. Martinez, another member of the committee, is due to arrive soon.

I think, however, that we should begin to hear from some of the witnesses because of the time constraints. I would not want to hold them since there are some that must be leaving soon.

As you know, the purpose of the hearing is to consider the Teacher Training Bill, which was introduced by the ranking Republican member of the committee, Mr. Goodling of Pennsylvania, and myself. I think that it has been made fully clear that the importance of this subject is one which we feel warrants going out into the field in order to hear from witnesses who could not possibly testify in Washington.

It is referred to as the Twenty-First Century Teachers Act, or H.R. 4130. We are fully aware that recent goals that were issued by the governors, and also by the President, cannot be accomplished unless we are able to provide adequate teachers who can teach in the fields that were designated as a part of those goals. It is practically impossible, if we do not, at the same time, move ahead as soon as possible with building a teachers force which will accomplish some of those goals.

It is clearly impossible for children to begin school if they do not have the necessary preparation to become first in math and science without math and science teachers, and so on. And so we feel that this is an important part of the achievement of those goals and that the proposal which we have introduced is merely the first step. Now, we do not present this proposal as being perfect. It has not, obviously, been perfected, and will not be perfected until we are able to hear from experts in the various fields to make it an acceptable proposal and to get it through.

I am cautiously optimistic that this is one proposal that will be passed in this session of the Congress and one which will be signed by the President.

We will have a number of hearings in other cities and also several hearings very soon in Washington. We certainly invite the input of every group that we feel will be able to offer concrete suggestions and criticism, if need be.

This morning we have a number of individuals we have invited, and I hope that we can hear from them. May I indicate that we are not so much concerned with the written statements as we are with a summary of the statements and some clarification of issues by a question and answer period.

I recognize that Doctor Reynolds is not present. Is there anyone representing Doctor Ann Reynolds? Mr. William Anton—Mr. Anton, would you kindly be seated at the witness stand. Mr. Quigley, Executive Director, Center for Civic Education, and Doctor Raul Cardenas from South Mountain Community College, would you both be seated.

Gentlemen, is Doctor Lemos present? Let us begin with you, then, Doctor Lemos, Vice Chancellor, California State University.

STATEMENT OF DR. RONALD LEMOS, VICE CHANCELLOR, CALIFORNIA STATE UNIVERSITY

Mr. **Lemos**. Thank you, Mr. Hawkins. Part of my responsibilities in the Chancellor's Office of the California State University include, in addition to areas like undergraduate education, graduate education, general education, international education, and I am also responsible for the whole area of teacher education.

I have provided written testimony, but what I would like to do is just kind of summarize my comments in that written testimony and try to focus on major themes within the bill that we feel are very congruent with the direction that we are moving in within the California State University system.

As you know, the California State system is one of the largest university systems in the world. We have currently over 355,000 students on 20 campuses. Last year we granted over 46,000 Bachelor's Degrees and almost 9,000 Master's Degrees.

In addition to this, we recommended over 9,000 of our graduates for initial teaching credentials. As a matter of fact, the California State University system prepares over 70 percent of the new credential teachers within California. To put that in a nation-wide perspective, that is about 10 percent of the new credential teachers in the Nation.

But there is a problem that we are all aware of. We need better representation of the traditionally under-represented minorities in the teaching work force. As a matter of fact, even within our system, we find that 84 percent of our graduates that we recommend for credentials are white. Only five percent are Asians, five percent are blacks, and only eight are Hispanics.

And also, as we know, in the K-12 study population we are currently seeing about 51 percent of them are minority and all our projections show that this percentage is going to increase in the future. And currently, while we have a 51 percent minority student population in K through 12, our teaching force is 81 percent white.

We obviously need more minority teachers for a number of reasons. First of all, of course, for role models for students, role models for other teachers, and also their unique ability to bring diverse perspectives and influence to the teaching curriculum.

We, at CSU, have made a major commitment to focusing on this problem. And we have currently some action programs that we think are very, very consistent with the direction of the Twenty-First Century Teachers Act. For example, to combat shortages of minority teachers in 1989-1990, we have what we call Teacher Diversity Programs, which are now being run on 12 of our campuses. These are funded by the lottery to the tune of $1.1 million, and basically, there is a full range of projects that each of the campuses is doing uniquely to try to influence a better proportion of minority students going into the teaching profession.

The written testimony provides specific examples of some of those programs, but, for example, we know that there is a large untapped resource out there of teacher's aides. Several of the campuses are implementing programs directly to try to capture that talent and bring them into the teaching profession.

And we are also going to disseminate this information throughout the State. Once again, as leaders in the area of teacher education, we feel that it is going to be important to share our successes with the rest of the State and even nation-wide.

We also have something that is described in the written testimony called the New Teacher Retention Project, that was established in 1986-87. And this has provided inter-segmental funding between the California State University System and the State Department of Education. In this program, we are really trying to focus on strengthening the competencies of new teachers, particularly the ones that are teaching in our inner-city schools.

We find that there is typically a very high attrition rate of new teachers that have to deal with the types of challenges that are found in the inner-city schools. And in this program we have partnerships with the California State University Campus and local school districts. For example, we have projects in Oakland and San Diego. And after the first year, in both those locations, we found that our retention rates of beginning new teachers neared 90 percent. Not only that, the teachers were judged to be very, very competent, on par with the experienced teachers. And in addition to that, they planned to stay. Currently, this is budgeted at a half a million dollars.

There are other projects that we are involved in that are outlined in the testimony, but the point is, we believe that the problem can be addressed through proactive programs, such as what we are doing and what you are proposing in your bill.

In looking at the bill, let me just summarize it by the segments. With respect to the Title I segment, we feel that the loan incentive purpose of the program in other aspects are extremely positive. We feel that this is going to be very, very complementary to our efforts, particularly with respect to our teacher diversity efforts. While Asians are not mentioned as a group, we know that they are under-represented in teaching, but we feel that they will be covered under the category of other under-represented ethnic groups.

With respect to the Title II segment, we feel that the purpose here is also consistent with our teacher diversity efforts on the recruitment and retention of perspective teachers, particularly minority students.

We feel that in the Title III chapter, the strengthened in-service and school reform to consortia is very, very consistent with the project that we're involved in with respect to S. 1882, which is the subject matter projects that we are working with in conjunction with the State Department and UC. That is setting up in-service training in a wide variety of subject matters, such as writing, math, science, and currently we are embarking on projects in visual and performing arts, social sciences and foreign languages.

And finally with respect to the Title IV component, we feel that it is very, very important to recognize the extremely competent teachers with respect to national teachers of the year. So, overall, we find the components of the Act very, and complimentary with our efforts. And we are going to be pleased to continue to work with you, as we have in the past with respect to this bill. Thank you very much.

[The prepared statement of Dr. Ronald Lemos follows:]

Testimony on Twenty First Century Teachers Act
Dr. Ronald Lemos
March 3, 1990
Los Angeles

TWENTY FIRST CENTURY TEACHERS' ACT

Mr. Chairman and members of the Committee. I am Dr. Ronald Lemos, Assistant Vice Chancellor for Academic Affairs, for The California State University (CSU) system. I am delighted to be here today to comment upon the issues addressed by the Twenty First Century Teachers' Act. I will focus my comments to the major themes within the bill which pertain to recruitment, access, preparation, and retention of persons, particularly ethnic minority persons, in teaching programs and professions.

The California State University enrolls 355,106 undergraduate and graduate students on our 20 campuses. In 1987/88, we awarded 46,446 bachelor's degrees, 8,979 masters degrees and recommended initial teaching credentials for 9,038 beginning teachers. The CSU prepares over 70 percent of the newly credentialed teachers educated in California.

We have carefully examined the participation of ethnic minority and women students in our teaching credential programs. We concur that the need to increase the number of teachers, especially ethnic minority teachers and the planning to teach in urban schools is particularly acute. Of those matriculating from our teaching credential programs, 84 percent are White; Asians and Blacks constitute about five percent, and almost eight percent are Hispanic.

We concluded some time ago that steps must be taken to increase the numbers of ethnic minority persons entering and succeeding in both academic and professional programs, and we concluded that there was great need for programs to retain students in inner city schools. We have implemented specific strategies and programs to interest and recruit minority persons to enter university and select fields of study in which they are underrepresented and to provide innovative instruction to assure success and graduation. Although we are relatively pleased with our progress, these efforts must be sustained and strengthened over time if we are to see an acceptable level of results. Allow me to share some of our experiences which are consistent with the directions of the proposed legislation.

Attracting and preparing more ethnic minority students to teaching careers is a key CSU objective. Currently, in California the K-12 student population is 51 percent minority and that proportion is growing rapidly, particularly among Asians and Hispanics. In contrast, the teaching force is almost 81 percent

Anglo. Quite a disparity. If we are to successfully prepare our K-12 students for the professional careers of our highly technical and information-based society, we must improve their level of educational achievement. We must particularly appeal to ethnic minority students, who drop out of school at alarming rates and fail to enter or succeed in postsecondary education. A critical element in this equation is minority teachers who not only serve as role models for minority students, but who bring diverse perspectives to curriculum and instruction. The influence of Black, Hispanic, Asian and Native American teachers with Anglo teachers in the educational process can only serve to strengthen the educational experiences of our public school students.

In an effort to combat the critical shortage of Asian, Black and Hispanic teachers in kindergarten through twelfth grade, The California State University is establishing Teacher Diversity programs on 12 to 15 of our campuses. Our Board of Trustees has voted to fund this effort in 1989/90 with $1.1 million from our Lottery Budget. We will also disseminate, throughout the state, information and research on promising practices for recruitment of minorities to teaching. In addition, we will produce a video for use on television to interest minority persons in teaching careers.

Some of the activities being implemented in 1989/90 through CSU Teacher Diversity grants will include:

intense counseling and academic support for ethnic minority students planning to teach,

assisting bilingual and culturally diverse teachers' aides to enter and complete teaching credential programs,

integrating teacher recruitment in existing outreach and equity efforts,

promoting and easing transfer from community colleges to CSU campuses so that minority students may enter academic majors leading to teacher preparation,

establishing Future Teacher Clubs in junior and senior high schools,

providing opportunities for minority students in secondary schools and universities to tutor and learn about the benefits of teaching, and

> intensifying assistance to minority students who have difficulty passing State mandated tests required for a teaching credential in California.

Although many CSU campuses had previously launched programs to increase the number of ethnic minority students moving through the educational pipeline toward becoming teachers, additional and more systematic efforts were needed. And because there are many obstacles in the educational pipeline through which prospective teachers must move, we recognized our efforts must be in partnership with the other educational segments in California, especially the public schools and the community colleges. Therefore, last year, we were able to prepare for the Teacher Diversity program by awarding, in partnership with the State Department of Education, eight planning grants to CSU campuses to design strategies and develop the Teacher Diversity programs that will be implemented in 1989/90.

New Teacher Retention

The New Teacher Retention program was established in 1986/87, through intersegmental funding by the CSU and the State Department of Education. The program was expanded in 1988/89 and now involves five campus projects. The goals of the New Teacher Retention program are 1) to assist beginning teachers to be more effective in teaching diverse student populations, and 2) to increase the retention of beginning teachers in the profession and in inner city schools.

The program provides to beginning teachers 1) intense coaching and counseling by CSU faculty and experienced teachers 2) release time to observe exemplary classroom teachers and 3) seminars on subjects to be taught, curriculum development, and classroom management. Program features are geared particularly to effective teaching in the inner city.

The program currently involves projects at San Diego State University in conjunction with the San Diego City Unified School District; California State University, Hayward in conjunction with the Oakland Unified School District; California State University Los Angeles in conjunction with the Los Angeles Unified School District; California State University, Dominguez Hills in conjunction with the Los Angeles Unified School District and San Francisco State University in conjunction with the San Francisco Unified School District.

These projects have been highly successful. After the first year of the projects in Oakland and San Diego, retention rates of the beginning teacher participants neared 90%, a rate substantially higher than those reported in urban school districts. These beginning teachers were found to be performing on a level with successful experienced teachers. In projects established in 1988/89 in the Los Angeles and San Francisco school districts, none of the teacher participants planned to leave teaching and nearly all planned to stay in their current district and school. Currently, The California State University budgets this program at $524,324.

The goals of The California State University and those of this legislation are closely aligned. There is a serious need to diversify the teaching force which can best be met through educational entities working in partnership. There is a need to support underrepresented students through innovative programs and instruction so they may achieve at higher levels in school and university. And there is a need to remove barriers, such as inadequate financial resources, for those students moving through the educational pipeline, so they may achieve productive careers in teaching.

Chairman HAWKINS. Thank you. Mr. Quigley, Executive Director, Center for Civic Education.

STATEMENT OF CHARLES N. QUIGLEY, EXECUTIVE DIRECTOR, CENTER FOR CIVIC EDUCATION

Mr. QUIGLEY. Thank you, Mr. Chairman. I appreciate having the opportunity to participate. Briefly, the Center for Civic Education is a non-profit, educational corporation which has its origins at UCLA in 1965. We are affiliated with UCLA and the State Bar of California, we primarily conduct curriculum development, civic education, teacher training, and the largest program, which you may be familiar with, the National bi-centennial competition on the Constitution and the Bill of Rights.

This year we have approximately 35,000 teachers involved with about 2.5 million students in every state in the United States. We have a lot to learn, but we are fairly familiar, particularly with in-service training.

I concur with Mr. Lemos. The bill, I think, is an excellent contribution, and it is well targeted. I have a written statement with some details, but I would like to just very briefly summarize what I see some of the strengths are, and also make a couple of suggestions that I think might be considered in strengthening the bill still further.

Clearly, the provisions for the recruitment and retention of teachers with a focus upon minority teachers does not need to be justified. It is an obvious need, and it really is an oppressing need. And the bill, I think, is well suited to do that.

The focus upon in-service training, I think, is also excellent. It is a place where your dollar is more cost-effective. There is a tremendous need, as we all know, for the continuing education of teachers, and it is a need that is not being adequately met. And the idea of forming partnerships and consortia, I think, is a very productive way to go about that.

Also the provision for academies funded by the Department of Education which would provide for a networking clearing house, dissemination of the most recent information, the research to all of the other academies, I think, is excellent. And I also agree with Mr. Lemos, the idea of the teacher recognition program, enhancing the image of teachers, reinforcing positive role models, and enhancing the image in the public eye is excellent.

My suggestions for improvement are that there should be more strings attached, in particular to Title III, more specific requirements. We have learned a lot about what does and what does not work in in-service training. And I think some of that might be embodied in the legislation, specifically, to make sure that it does reach its worthy goals.

I mention, in particular, the emphasis upon subject matter in the bill, at least the draft that I read. In the findings, there is clear attention to the need to upgrade the subject matter background of teachers. And yet, in the bill itself, there is no requirement that these academies link with the subject matter departments of the universities. There is an essential linkage with schools of teacher education, but that alone is not enough. I would require, and strongly suggest you consider requiring, that these partnerships include the departments of math, science, and the relevant disciplines in the universities that are needed for the continuing education of teachers.

Another concern is, it looks to me in reading the bill, and I may be wrong, that any school system that links with the Department of Education and an institution of higher education could qualify for funding no matter how small or how large, which would mean that 16,000 school systems might be eligible. I would suggest that it might be more efficient if these awards were given on a competitive basis to school systems that establish consortia and serve all the school systems within their area. Most states already have State Departments of Education. They already have their states divided up into regions. And I think that would be a more effective way to organize it, easier to monitor, administratively more efficient, and also increase the probability that within those regions the resources necessary for an effective program would be accumulated.

One way that we have done this with the National bi-centennial competition is to support programs by congressional district. There are only 435 congressional districts plus the trust territories, it is 440. And that is another means of organizing nationally what might be more effective.

My final comment is in regard to Title IV and the program of the Chief School Officers that has been in operation, I believe, for 33 years. It is an excellent program. It has national recognition and national prominence—I believe even to the extent of having the President award the teachers special awards in rose garden ceremonies.

My comment here is that you might effectively broaden this because almost every major educational organization has a teacher recognition program. Teachers of English, Teachers of Science, and the National Council for Social Studies, for example, gives recognition to the outstanding teachers of civic education at elementary, middle school and high school levels. Also in the private sector, there are an increasing number of teacher recognition programs.

The Disney Corporation, for example, has just established a Disney salute to the American teacher, it does not single out teachers at being the best but it has an egalitarian theme to it and identifies each year 30 teachers who are ordinary people doing extraordinary things and it gives them national prominence through the Disney network. So here, I would hope you might consider broadening that legislation to let 1000 flowers bloom rather than just singling out one for special cultivation and encouraging, not only the educational organizations, but also the private sector to help us enhance the quality and the image of the teaching profession. Thank you very much.

[The prepared statement of Charles N. Quigley follow:]

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Before the
Committee on Education and Labor
U.S. House of Representatives

WRITTEN TESTIMONY OF
CHARLES N. QUIGLEY, EXECUTIVE DIRECTOR
CENTER FOR CIVIC EDUCATION
IN SUPPORT OF THE
TWENTY-FIRST CENTURY TEACHERS ACT

March 3, 1990

I appreciate the opportunity to comment on the proposed bill and its timely and laudable goals. This bill has the potential to promote dramatic improvements in the instructional capabilities of teachers, the quality of their teaching, and the public image of the teaching profession. I will comment on what I see as the principal strengths of the bill and then make some suggestions for modifying the bill that the Committee might wish to take into account to increase the likelihood that its goals will be reached.

Strengths

The following are among the most prominent strengths of the bill:

1. It addresses the well-recognized national need to recruit, train, and retain highly qualified teachers. In doing so it appropriately places a priority on the need for increasing the number of qualified minority teachers in the profession.

2. It provides financial support required to recruit and train teachers and a loan forgiveness policy which should provide an incentive for qualified, but needy, applicants. The policy of forgiving loans over a five-year period addresses the need to retain teachers beyond the period when over half of new teachers drop out of the profession, and it should help to alleviate that problem.

3. It provides significant resources for the in-service training of teachers where the need, impact, and the cost-effectiveness are greatest.

4. It links pre-collegiate with post-secondary institutions as an effective means of enhancing the quality of in-service training programs.

5. It establishes professional development academies which will provide a means of promoting the exchange of information on exemplary programs on intrastate, interstate, and international levels.

6. It provides a means of recognizing the accomplishments of outstanding teachers, thus setting models for emulation and enhancing the image of the teaching profession and of education in general.

Suggested improvements

I would like to make several suggestions for your consideration which I think would strengthen the bill. My remarks will be limited to Titles III and IV which cover the areas with which I am most familiar.

Title III

I am in complete agreement with the stated goals of Title III. My concern is that, in its present form, Title III does not seem to be as well designed as it should be to meet those goals. The following suggestions focus upon two topics: (1) the need for adequate attention to subject matter in the professional development academies, and (2) the practice of supporting local professional development academies through a formula grant program rather than by a competitive grant process.

1. **The need for adequate training in subject matter and pedagogy.** The findings of the bill include the statement that "...it is necessary to enact additional programs...which provide for greater integration of subject matter and pedagogical training;..." and that "...in-service training for experienced teachers enables such teachers to keep current in their substantive fields and in the practice of teaching;..." and "to learn new substantive fields of expertise in order to alleviate teacher shortages:..."

   Inadequate attention to subject matter. The wording of the bill itself, however, does not adequately deal with this need. At present, in both the pre-service and in-service training of teachers, there is all too often an emphasis on teaching methods and procedures at the expense of subject matter. The resources of the departments of colleges and universities concerned with academic subject matter are not used appropriately to help prepare classroom teachers in the subject matter they are responsible for teaching. For example, to help teachers improve in math and science instruction, classes are needed that focus primarily on the subject matter of math and science, with teaching methods receiving secondary attention.

   The bill's linking in Title III of schools with post-secondary institutions "that offer teacher training" would not be enough to ensure an appropriate balance between subject matter and methodology. The legislation should require that appropriate subject matter departments of institutions of higher learning play a significant role in the in-service education of teachers. Methodology is important, but cannot be divorced from the subject matter.

   To insure that this need is met, the specific subject areas for which professional development academies would be funded should be listed in the legislation. Thus there would be academies established in such subjects as English and language arts, mathematics, history and social studies, science, civics and government, and the like.

The explicit combination of subject matter and methodology could conceivably be useful not only with regard to the professional development academies in Title III, but also in Title II as well. For instance, the Department of Education could recommend a set of guidelines for course work and achievement in academic content and skills that individuals could work toward in their training to be teachers. If schools, higher education institutions, and teacher accreditation bodies found them serviceable, these guidelines could be used as part of the proposed teacher recruitment and preparation efforts.

2. **Formula grants versus competitive grants.** The use of formula grants to support the establishment of professional development academies in school districts appears inefficient and not likely to produce the desired results. It appears that grants under Title III, Sec 303 would be available to any and every school district in a state which establishes a partnership with an institution of higher learning that offers "teacher training programs," no matter how broad or limited that partnership may be and regardless of whether or not it has the personnel resources and other capacities required to do a good job. (Note, in particular, the omission of the requirement for subject matter departments to be members of these partnerships.) Conceivably this could result in the funding of over 16,000 academies which would present a considerable burden on state agencies in administering the program and an almost impossible task in many instances in monitoring the quality of the performance of the academies. Therefore, we are of the opinion that the use of formula grants would not appear to be the best way to insure the establishment of effective professional development academies that can provide high quality in-service training to teachers in both subject matter and methodology.

   As an alternative to formula grants we suggest that competitive grants to consortia that serve geographic regions within states would (1) improve the likelihood that effective academies would be established to serve local school districts, (2) be administratively more efficient, and (3) enable more effective monitoring by state agencies of the performance of the academies.

   Regional academies. If state educational agencies have not already done so, they should establish geographic regions and within these areas, consortia could be formed that would compete for funding on the basis of merit. The consortia should be required to provide services to all teachers within a given region. Additionally, within regions, there might be different consortia specializing in differing needs of the schools they contain. Applicants would be selected which demonstrate the best resources and capacities to provide high-quality services to all the teachers within their regions.

As an alternative to the use of such regions as noted above, we would suggest the Committee consider using Congressional districts as the basis for organizing the program on a national level. Their limited number and roughly equal populations foster administrative efficiency, equity in the distribution of funds, and ease in monitoring the quality of their programs. The size of their populations insures the possession of adequate personnel and the institutional resources required for the establishment of effective academies.

For the past several years the Center for Civic Education has administered two national programs organized by Congressional district. These are the National Bicentennial Competition on the Constitution and the Bill of Rights and the Discover America Historical/Pictorial Map Contest. Our experiences with these programs convince us of the efficiency and effectiveness of organizing national efforts by Congressional district. We would be pleased to provide further information to the Committee on how these programs are organized and administered.

Subject matter and methods. Consortia applying for support should be required to use in their training programs subject matter scholars from institutions of higher learning or people with equivalent qualifications from other kinds of institutions such as scholars and scientists employed by private industry, judges, government officials, and the like.

Eligibility. The listing of those eligible to establish professional development academies in partnerships with local educational agencies and institutions of higher learning should include nonprofit educational organizations which specialize in the use of scholarly resources in the implementation and improvement of in-service training.

3. **The need to define the functions of the professional development academies supported directly by the Secretary.** The competitive grants program noted on page 23 (b) does not clearly specify the intended functions of the professional development academies saying only that they are to "provide an interstate, international, or other exemplary program. I think such academies should be required to provide, among other functions, support services to the local professional development academies to enhance their capacities to implement good in-service training programs. Such services might include, for example, the dissemination of the most recent research on effective teacher

training, the collection and dissemination of information on exemplary in-service programs and the most recent scholarship in subject matter fields, serving as clearing houses for information on in-service training, and the provision of leadership training programs for those responsible for local professional development academies.

We would also suggest that these academies be required to focus upon differing areas of the school curriculum in which improvement is needed, e.g., improvement in the teaching of subject matter such as math, science, language arts, history, civics and government, geography; and improvement in basic skills instruction.

Requirements such as the above would increase the probability that these academies furthered the goals of this legislation.

Title IV

The teacher recognition program conducted by the Council of Chief State School Officers has been in existence for over thirty years. It has proven to be a significant means of providing recognition to outstanding teachers. Support for this program is timely and warranted.

At the same time, the Committee might also wish to acknowledge and support worthy efforts directed at the same end by other notable educational organizations, service groups, and private industry. For example, many professional educational organizations conduct annual teacher recognition programs such as that conducted by the National Council for the Social Studies which identifies elementary and secondary teachers who have made outstanding contributions to the education of students for competent and responsible citizenship. In the private sector, The Disney Channel has just established an annual program entitled "The Disney Channel Salutes the American Teacher," in which thirty public and private elementary and secondary teachers are recognized each year. In the first year's activities, Barbara Bush introduced both the thirty-minute television special and each of the individual teacher profiles which have been broadcast on The Disney Channel since early September. Through programs of this sort which reach and influence millions of people, organizations like the Walt Disney Company are helping to foster the respect which the teaching profession deserves. The efforts of such organizations as the National Council for the Social Studies and The Disney Channel are also worthy of national recognition and support by Congress and the Administration.

The enhancement of the image of teachers and public education among the general public through teacher recognition programs is an important and worthy goal in which the Committee might take the position of fostering the "blooming of a thousand flowers" rather than singling out one for special cultivation.

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March 8, 1990

The Honorable Augustus Hawkins
United States House of Representatives
Washington, DC 20515-0529

Dear Mr. Hawkins:

I appreciate having had the opportunity to appear before your hearing last Saturday to comment on H.R. 4130. You may remember that you indicated an interest in receiving suggested remedies for the problems I found with Title IV. Enclosed is my response. It keeps the existing language, but adds language which broadens the bill to include support for other worthy programs which further the goals of Title IV.

The need for diverse programs in this field which reach and recognize a wide range of teachers was highlighted for me recently during conversations with staff of the American Federation of Teachers and the Council for Great City Schools. They indicated a concern that in the thirty-seven years of its existence, the program currently highlighted by Title IV has only selected five teachers from urban areas as national teachers of the year. For this reason alone, I think it desirable to have the legislation support a number of legitimate programs in the field conducted by both private and public sector organizations rather than singling out one for special treatment.

I have also enclosed a revised version of my written testimony which I would appreciate your using in the place of the version I submitted before the hearing. It is essentially the same as the prior testimony, but includes additional comments on the professional development academies to be supported directly by the Secretary.

I appreciate the consideration you gave my testimony and the opportunity to further clarify my concerns and suggestions.

Sincerely,

Charles N. Quigley

enclosures

cc: Mark Molli
John Jennings
Ricardo Martinez

TITLE IV—TEACHER RECOGNITION

SEC. 401. SHORT TITLE.

~~This title may be cited as the "Teacher of the Year Recognition Act".~~

Sec. 401. SHORT TITLE

This title may be cited as the "Teacher Recognition Act."

SEC. 402. STATEMENT OF PURPOSE.

It is the purpose of this title to provide special and extensive nationwide recognition and honor to elementary and secondary school teachers selected each year as the State teachers of the year and to provide additional recognition for the national teacher of the year.

It is also the purpose of this title to provide special and extensive nationwide recognition to public and private sector organizations and agencies at local, state, and national levels which implement programs designed to attract academically talented young Americans into teaching, raise the status of teaching as a profession, recognize and honor those who are truly outstanding, and to give teachers the nationwide recognition they deserve.

SEC. 403. FINDINGS.

The Congress finds that—

(1) the quality of America's schools depends primarily on the men and women who teach in such schools;

(2) in order to attract academically talented young Americans into teaching, Americans must raise the status of teaching as a profession;

(3) in order to keep the best teachers in the classrooms, Americans must raise the status of teaching as a profession;

(4) at present, America's best school teachers receive too little recognition;

(5) Americans can raise the status of all teachers by recognizing and honoring those who are truly outstanding; and

(6) the time has come to reaffirm the centrality of teaching, to honor outstanding teachers, and give such teachers the nationwide recognition they deserve.

(7) the teacher recognition program of the Council of Chief State School Officers provides a model and inspiration for the promotion and support of additional teacher recognition programs on local, state, and national levels by other professional educational organizations, business, industry, service groups, and other elements of the public and private sectors.

SEC. 404. DEFINITIONS.

As used in this title—

(1) The term "Secretary" means the Secretary of Education.

(2) The term "State teacher of the year" means an individual designated as teacher of the year in each of the several States by the Council of Chief State School Officers.

(3) The term "national teacher of the year" means the individual chosen as national teacher of the year by the Council of Chief State School Officers.

(4) The term "President" means the President of the United States.

Sec. 405 PROGRAM AUTHORIZED.

Part A. TEACHER OF THE YEAR RECOGNITION PROGRAM

~~SEC. 405. PROGRAM AUTHORIZED.~~

The Secretary is authorized and directed, in accordance with the provisions of this title, and in consultation with the relevant Committees of Congress, to design and implement a recognition program for teachers designated by the Council of Chief State School Officers as teachers of the year and the national teacher of the year.

Part B. OTHER TEACHER RECOGNITION PROGRAMS

The Secretary is authorized and directed, in accordance with the provisions in this title, and in consultation with the relevant Committees of Congress, to design and implement a recognition program for public and private sector organizations and agencies which implement programs designed to attract academically talented young Americans into teaching, raise the status of teaching as a profession, recognize and honor those who are truly outstanding, and to give teachers the nationwide recognition they deserve.

Sec. 406 PROGRAM REQUIREMENTS

Part A. TEACHER OF THE YEAR RECOGNITION PROGRAM

~~SEC. 406.~~ PROGRAM REQUIREMENTS.

(a) LOCATION.—The ceremonies and briefings held pursuant to the recognition program authorized by this title shall take place in Washington, D.C., and shall include at least one major event sponsored by the Congress.

(b) CEREMONIES AND BRIEFINGS.—The recognition program shall consist of ceremonies to honor the teachers and their accomplishments, and informational briefings on issues of interest to teachers.

(c) CONSULTATION REQUIRED.—The Secretary shall consult with educational organizations in designing the recognition program authorized by this title.

(d) EXPENSES.—(1) The Secretary shall pay the costs of travel, room and board, and expenses of the teachers participating in the program.

(2) Notwithstanding any other provision of law, the Secretary is authorized to accept gifts of money and contributions of goods and services to help defray the costs of this title.

Part B. OTHER TEACHER RECOGNITION PROGRAMS

(1) NATIONAL PROGRAMS.--Programs approved by the Secretary that are designed to fulfill one or more of the purposes of this title on a national level and which culminate annually in national events shall receive:

- official recognition by the Secretary in a form or forms to be determined by the Secretary in consultation with the relevant Committees of Congress and educational organizations representing teachers, administrators, school boards, and other elements of the community of professional educators.
- presentations to the teachers participating in the programs by the President or his designee.

(2) STATE AND LOCAL PROGRAMS.--Programs approved by the Secretary that are designed to fulfill one or more of the purposes of this title at local and state levels and which culminate annually in local and/or state events shall receive official recognition by the Secretary in a form or forms to be determined in consultation with the relevant Committees of Congress and educational organizations representing teachers, administrators, school boards, and other elements of the community of professional educators.

(3) ELIGIBILITY.-- Any public or private sector organization or agency at the local, state, or national level shall be eligible to apply to the Secretary for approval of its program. Approval shall be awarded in accord with criteria for recognition established by the Secretary in consultation with the relevant Committees of Congress and educational organizations representing teachers, administrators, school boards, and other elements of the community of professional educators.

SEC. 407. MEDAL AUTHORIZED.

(a) In General.—The Secretary shall designate and procure a medal to honor the State teachers of the year and the national teacher of the year.

(b) Presentation.—Such medals shall be presented to the teachers participating in the recognition program by the President or his designee.

SEC. 408. STATE AND LOCAL PROGRAMS.

The Secretary is authorized to work with State and local governments, State and local educational agencies, and other organizations to encourage the development of State and local recognition programs to honor outstanding teachers and other educators.

○

Chairman **Hawkins**. Well, thank you, Mr. Quigley. The next witness is Mr. William Anton, Deputy Superintendent, Los Angeles Unified School District.

STATEMENT OF WILLIAM R. ANTON, DEPUTY SUPERINTENDENT, LOS ANGELES UNIFIED SCHOOL DISTRICT

Mr. **Anton**. Thank you, Mr. Chairman, Mr. Martinez. I do have a letter from our President of the Board of Education, Jackie Goldberg, that I would like to enter in the record, if that is possible.

Chairman **Hawkins**. Without objection, the letter will be entered into the record.

Mr. **Anton**. Thank you. I would like to start out by giving you and Mr. Martinez thanks for again continuing to champion the rights of minority students, all students, and being a champion for education by introduction of this bill that is so necessary.

First, up front, I would like to indicate that the second largest school district of this nation, LA Unified, is totally committed to work in any way possible once this legislation is finished and accomplished, to participate with all the tenets of the legislation and certainly to include our support for the passage of the legislation to any degree possible.

I think it is important for the record to perhaps do some repetition in terms of some of the statistics that are so important for not only the committee but for the general public to know in terms of why this legislation is so necessary particularly in large urban areas.

In 1980, as we all know, one U.S. teacher in eight was a minority. By the turn of the century that proportion will drop to one in 20 unless steps are taken, such as H.R. 4130, the Twenty-First Century Teachers Act, to attract more minorities into teaching and keeping them in the profession.

As we all know, an ethnically diverse teaching faculty is essential in our pluralistic schools. Faculties formulate the curriculum and determine the quality of the experiences in every classroom. They serve as teachers, mentors, advisors and role models. In a word, teachers are the core of the institutions that we call schools.

Without the contributions of minority teachers, the faculties in our schools would be incomplete. And I know we know the facts about minority students as has been stated before, the higher education pool of students nation-wide is increasingly made up of minority youth. In 25 of our nation's largest cities and metropolitan areas, half of the public school students come from minority groups. In 1970, LAUSD, our school district's student population was 50 percent minority. Today it is 85 percent minority and growing.

Minority students are concentrated in community colleges. In the fall of 1986, over 55 percent of the Hispanics, and just over 45 percent of the African-Americans attending college were enrolled in community colleges. Few of these students ever go on to attend or graduate from four-year institutions. And so we see this bill with a joining of the community colleges and the institutions of higher education a critical element to fulfill and close this gap.

In the fall of 1987, Hispanics comprised 6.5 percent of all candidates enrolled in California teacher training programs. African-Americans were at 3.5 percent; Asians were 3.2 percent, and other whites, on the other hand, were enrolled at 75 percent level.

In the 1990-91 school year, our district expects an increase of over 15,000 students. The projected student population beginning in 1992 is estimated to be at approximately 637,000 students, and again we are mindful of the over 85 percent minority.

To meet this growth and to serve all of these students, we will need teachers in the fields of elementary education, bilingual mathematics, science, English, ESL, and special education. The need for bilingual teachers is especially critical. Currently enrolling in our school district, 190,000 students participate in our bilingual education programs. Eighty-one languages are represented within the district and Spanish is spoken by 90 percent of the students in our bilingual programs.

Our district has long recognized the need for this type of financial support package to alleviate the shortage of teachers, especially minority teachers. And again, as I indicated, we are extremely supportive of H.R. 4130. If we had written the bill ourselves with the critical elements that are listed therein, I think we could not have done a better job because you have covered, and as been mentioned by other speakers, those critical elements of recruiting, training, re-training, honoring and recognition. And all along with particular assistance that will allow young men and women to enter the teaching profession which is so urgently needed, as we all know, for the future of our nation.

Again, we commit ourselves as the second largest school district and would act cooperatively in the passage of this legislation as well as in the implementation of its high goals. Thank you.

[The statement of William R. Anton and a letter from Jackie Goldberg follow:]

UNITED STATES HOUSE OF REPRESENTATIVES

COMMITTEE ON EDUCATION AND LABOR

CHAIRMAN: AUGUSTUS HAWKINS

HEARING ON:

HR 4130 (INTRODUCED ON FEBRUARY 28, 1990)

"TWENTY-FIRST CENTURY TEACHERS' ACT"

TESTIMONY PRESENTED BY:

WILLIAM R. ANTON

DEPUTY SUPERINTENDENT

LOS ANGELES UNIFIED SCHOOL DISTRICT

LOS ANGELES MUSEUM OF SCIENCE & INDUSTRY

MUSES ROOM

SATURDAY, MARCH 3, 1990

THE LOS ANGELES UNIFIED SCHOOL DISTRICT (LAUSD) IS EXTREMELY SUPPORTIVE OF HR 4130, THE TWENTY-FIRST CENTURY TEACHERS' ACT, AND I AM PLEASED TO TESTIFY ON ITS BEHALF.

IN 1980, ONE U.S. TEACHER IN EIGHT WAS A MINORITY. BY THE TURN OF THE CENTURY, THAT PROPORTION WILL DROP TO ONE IN 20-- UNLESS STEPS ARE TAKEN, SUCH AS HR 4130--THE TWENTY-FIRST CENTURY TEACHERS' ACT--TO ATTRACT MORE MINORITIES INTO TEACHING AND KEEP THEM IN THE PROFESSION.

AS WE WELL KNOW, AN ETHNICALLY DIVERSE TEACHING FACULTY IS ESSENTIAL TO OUR PLURALISTIC SCHOOLS. FACULTIES FORMULATE THE CURRICULUM AND DETERMINE THE QUALITY OF THE EXPERIENCES IN EVERY CLASSROOM. THEY SERVE AS TEACHERS, MENTORS, ADVISORS AND ROLE MODELS. IN A WORD, TEACHERS ARE THE CORE OF THE INSTITUTIONS WE CALL SCHOOLS.

WITHOUT THE CONTRIBUTIONS OF MINORITY TEACHERS, NO FACULTY OR SCHOOL CAN BE COMPLETE.

CONSIDER THESE FACTS ABOUT MINORITY STUDENTS:

1. **HIGHER EDUCATION'S POOL OF STUDENTS, NATIONWIDE, IS INCREASINGLY MADE UP OF MINORITY YOUTH.** IN 25 OF OUR NATION'S LARGEST CITIES AND METROPOLITAN AREAS, HALF OF THE PUBLIC SCHOOL STUDENTS COME FROM MINORITY GROUPS. IN 1970, LAUSD'S STUDENT POPULATION WAS 50% MINORITY; TODAY, IT IS APPROXIMATELY 85% MINORITY.
2. **MINORITY STUDENTS ARE CONCENTRATED IN COMMUNITY COLLEGES.** IN THE FALL OF 1986, OVER 55 PERCENT OF THE HISPANICS AND JUST OVER 43 PERCENT OF THE AFRICAN-AMERICANS ATTENDING COLLEGE WERE ENROLLED IN

TWO-YEAR INSTITUTIONS. FEW OF THESE STUDENTS EVER GO ON TO ATTEND OR GRADUATE FROM FOUR-YEAR INSTITUTIONS.

3. IN THE FALL OF 1987, HISPANICS COMPRISED 6.5% OF ALL CANDIDATES ENROLLED IN CALIFORNIA TEACHER TRAINING PROGRAMS. AFRICAN-AMERICANS WERE AT 3.5%; ASIANS, 3.2%; WHITES, ON THE OTHER HAND, WERE ENROLLED AT THE 75% LEVEL.

IN THE 1990-91 SCHOOL YEAR, THE DISTRICT EXPECTS AN INCREASE OF 15,000 STUDENTS. THE PROJECTED STUDENT POPULATION BEGINNING IN 1992 IS ESTIMATED TO BE AT APPROXIMATELY 637,000 STUDENTS. TO MEET THIS GROWTH, AND TO SERVE ALL OF THESE STUDENTS, WE WILL NEED TEACHERS IN THE FIELDS OF ELEMENTARY, ELEMENTARY/BILINGUAL, MATHEMATICS, SCIENCE, ENGLISH, ESL, AND SPECIAL EDUCATION.

ELEMENTARY/BILINGUAL, MATHEMATICS, SCIENCE, ENGLISH, ESL, AND SPECIAL EDUCATION.

THE NEED FOR BILINGUAL TEACHERS IS ESPECIALLY CRITICAL. CURRENTLY, 190,000 STUDENTS IN THE DISTRICT PARTICIPATE IN BILINGUAL EDUCATION PROGRAMS. EIGHTY-ONE LANGUAGES ARE REPRESENTED WITHIN THE DISTRICT; SPANISH IS SPOKEN BY 90 PERCENT OF THE STUDENTS IN BILINGUAL PROGRAMS.

LAUSD HAS LONG RECOGNIZED A NEED FOR THIS TYPE OF FINANCIAL SUPPORT PACKAGE TO ALLEVIATE THE SHORTAGE OF TEACHERS, ESPECIALLY MINORITY TEACHERS, AND WE ARE EXTREMELY SUPPORTIVE OF HR 4130.

17

JACKIE GOLDBERG
PRESIDENT

BOARD OF EDUCATION
CITY OF LOS ANGELES

March 2, 1990

The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
2181 Rayburn House Office Building
Washington, DC 20515

RE: TWENTY-FIRST CENTURY TEACHERS ACT

Dear Honorable Congressman Hawkins and Members of the Committee:

I am very sorry that I am personally unable to attend the Committee hearing on the Hawkins-Goodling Bill to provide for teacher training. Of course, there is absolutely no dispute over the growing shortage of individuals who are pursuing a career as classroom teachers. And, at the same time, the number of current teachers reaching retirement age is also increasing. We must find new ways to recruit and retain the best and the brightest young people to teach in the nation's classrooms. It is for that reason that I wholeheartedly support the "Twenty-first Century Teachers Act" as proposed by Congressmen Hawkins and Goodling.

I became a teacher myself with the assistance of loans under the National Defense Education Act loan forgiveness program. That financial support made it possible for many of my fellow students at the University of Southern California, and the University of California at Berkeley to stay in school and obtain teaching credentials. It was also a strong incentive to consider entering the field of teaching. Under the NDEA loans, a person who went into teaching had 10% of their loan "forgiven" each year for five years of teaching. This amounted to a 50% scholarship. If the person were employed as a classroom teacher in the nation's urban inner-city schools, the loan forgiveness was 20% per year for five years. This meant, in effect, a 100% scholarship. Many a person teaching today is in the classroom because of that forward thinking program.

So, it is with enormous satisfaction that I see the Hawkins/Goodling proposal move forward. But this landmark legislation goes even further than the former NDEA Loan Program went. By helping colleges and universities with funds with which to recruit teacher-candidates, I believe the results will be magnified. And the need to address restructuring goes a long way to professionalizing the teaching profession. This too will make teaching a more attractive profession to enter. Finally, I believe the provision that provides for special and extensive recognition of current classroom teachers is essential. Only one in four teachers in California retires from teaching. That is to say, three out of four leave teaching for other careers before reaching retirement. This nation needs to recruit new teachers to be sure, but we need to recognize and retain the current group of excellent professionals currently in the nation's classroom.

Thank you, and all who are supportive of this visionary measure. It is essential to the security and well being of this nation to ensure the constant preparation and flow of young people into the teaching profession. When this bill becomes law, it will be of enormous assistance in meeting that goal.

Thank you.

Sincerely,

Jackie Goldberg

Jackie Goldberg
President
Los Angeles Board of Education

bf

Chairman HAWKINS. Thank you. Mr. Raul Cardenas.

STATEMENT OF RAUL CARDENAS, PRESIDENT, SOUTH MOUNTAIN COMMUNITY COLLEGE

Mr. CARDENAS. Chairman Hawkins, Mr. Martinez. I am Raul Cardenas. I am President of South Mountain Community College in Phoenix, Arizona. As Chairperson of the Executive Committee of the Hispanic Association of Colleges and Universities, otherwise known as HACU, I appreciate the opportunity to speak with you on behalf of HACU about the education crisis resulting from the teacher shortage. I applaud you, Chairman Hawkins and the committee's initiatives to address this critical issue through the Twenty-First Century Act.

First, I think it is important to share with you some information about the Hispanic Association of Colleges and Universities. HACU is a national association representing colleges and universities in the United States where Hispanic students constitute a minimum of 25 percent of the institution's overall enrollment. The 113 institutions that currently meet this membership criterion are located in Arizona, California, Colorado, Florida, Illinois, New Jersey, New Mexico, New York, Texas, Washington and Puerto Rico.

These 113 Hispanic serving institutions are two-year and four-year public, private and non-profit colleges or universities and enroll about 45 percent of all Hispanic post-secondary students in the United States. Given current demographic trends, the number of Hispanic serving institutions is expected to increase to about 150 soon after the year 2000.

H.A.C.U. seeks to establish working partnerships between the member colleges, universities, corporations, Governmental agencies, and individuals. The HACU goals are promoting the development of member colleges and universities, improving the quality of post-secondary education opportunities for Hispanic students, and advancing the interests of business and industry through the development and sharing of resources, information and expertise.

H.A.C.U. was established as a cooperative effort of institutions of higher education to more effectively address, at the National level, the needs of Hispanic students and those institutions that serve them. I hope that my comments today are not received as addressing only the needs of Hispanic students and Hispanic serving institutions but rather, the Nation's need to provide quality education to a growing population so the United States can compete in the global market.

Change in demographics, insufficient resources and the pending needs of our schools demand our immediate attention. We must seek a solution to teacher shortages if America's youth are to be adequately prepared to face the technological and scientific challenges of the world economy in the twenty-first century.

As a former school teacher and administrator, and now as a post-secondary education administrator, I have witnessed with dismay the decline in the popularity of the teaching profession. H.R. 4130 addresses this crisis, targeting urban schools with disadvantaged students and by promoting teacher recruitment and retention. HACU supports the following measures.

Title I establishes student financial assistance similar to the NDSL fund for students preparing to become teachers. It creates a financial assistance program that targets economically disadvantaged students and the institutions that serve them. This bill proposes to break down obstacles and reach a growing number of economically disadvantaged students who will comprise the majority of our student population.

Title II encourages institution recruitment and retention, a basic need that has been unfulfilled thus far. Title II targets minority serving institutions for which the bill's definition of Hispanic serving institutions of higher education is very important. HACU strongly supports this definition.

Title III is a creative and innovative approach to maintaining a desired level of teacher training and preparedness to professional development academies. The professional development academies will require the involvement of many players from the various levels of education, thus creating an inter-segmental system to improve the educational attainment of minority students.

Title IV encourages pride in teaching as a profession. Building such pride in teaching is long overdue and may help rejuvenate the profession.

An urgent need exists to address the crisis resulting from the teacher shortage especially in the Hispanic community. Teacher shortages are particularly acute in areas with large numbers of Hispanic students. Many of the teachers in Hispanic communities are not Hispanic and some find it difficult to cope with cultural and language barriers.

Hispanic teachers are needed to serve as role models for Hispanic students, which is crucial if students are to gain a degree of self-esteem. With increasing numbers of Hispanic students entering the Nation's schools, it is critical that more Hispanic teachers be trained and recruited. The emphasis throughout the bill on serving minority students and on recruiting and retaining minority teachers is a significant step toward bringing Hispanic students into the mainstream of the American educational system.

The bill's language is flexible enough to include all minority serving institutions but the definition for a Hispanic serving institution used in this bill is to be applauded. It is necessary that a consistent statutory definition be established for Hispanic serving institutions. The language of the Twenty-First Century Teachers' Act is consistent with that in the Workforce 2000 legislation and in the Bentsen and Bustamante bills.

A majority of Hispanic students begin their post-secondary education careers at two-year colleges. The bill encourages transfers to four-year institutions which is badly needed with current transfer rates of only 15 percent. As a nation, we need to address these critical issues before the crisis caused by teacher shortages become unmanageable. Provisions in this bill to forgive loans to students who teach for five years, encourage students, particularly disadvantaged minorities, to enter teaching without the worry of debt burdens.

H.A.C.U. sees the assistance and encouragement that this bill promises to provide to the teaching profession as a positive step toward improving the American educational system.

Mr. Chairman, HACU appreciates your efforts over the years in assuring access to post-secondary education for all minority students. HACU commends you for your timely insight in introducing the Twenty-First Century Teachers Act. This bill will provide assistance to a large number of Hispanics as well as other disadvantaged students and the institutions that serve them and addresses several critical needs for the future of education in the United States. Thank you, Mr. Chairman.

[The prepared statement of Raul Cardenas follows:]

Testimony
to
The House Education and Labor Committee
Hearing on the Twenty-First Century Teachers Act
Los Angeles, California
March 3, 1990

by

Raul Cardenas, Ph.D.
President
South Mountain Community College
Phoenix, Arizona
and
Chairperson
Hispanic Association of Colleges and Universities (HACU)
Executive Committee

Mr. Chairman and Members of the committee, I am Raul Cardenas, President of South Mountain Community College in Phoenix, Arizona. As Chairperson of the Executive Committee of the Hispanic Association of Colleges and Universities (HACU), I appreciate this opportunity to speak with you on behalf of HACU about the education crisis resulting from the teacher shortage. I applaud Chairman Hawkins' and the committee's initiatives to address this critical issue through the Twenty-First Century Teachers Act.

First, I think it important to share with you some information about the Hispanic Association of Colleges and Universities. HACU is a national association representing colleges and universities in the United States where Hispanic students constitute a minimum of 25 percent of the institution's overall enrollment. The 113 institutions that currently meet this membership criterion are located in Arizona, California, Colorado, Florida, Illinois, New Jersey, New Mexico, New York, Texas, Washington, and Puerto Rico. These 113 "Hispanic-serving" institutions (HSIs), which are two-year and four-year, public and private, nonprofit colleges and universities, enroll about 45 percent of all Hispanic postsecondary students in the United States. Given current demographic trends, the number of Hispanic-serving institutions is expected to increase to about 150 soon after the year 2000.

HACU seeks to establish working partnerships between the member colleges and universities and corporations, governmental agencies, and individuals. The HACU goals are:

1. promoting the development of member colleges and universities;

2. improving the quality of postsecondary education opportunities for Hispanic students; and

3. advancing the interests of business and industry through the development and sharing of resources, information, and expertise.

HACU was established as a collaborative effort of institutions of higher education to more effectively address, at the national level, the needs of Hispanic students and those institutions that serve them. I hope that my comments today are not perceived as addressing only the needs of Hispanic students and Hispanic-serving institutions, but rather, the nation's need to provide quality education to a growing population so that the United States can compete in the global market.

Changing demographics, insufficient resources, and the pending needs of our schools demand our immediate attention. We must seek a solution to teacher shortages if America's youth are to be adequately prepared to face the technological and scientific challenges of the world economy in the twenty-first century.

As a former school teacher and administrator ~~principal in the El Paso School District~~, and now as a postsecondary education administrator, I have witnessed with dismay the decline in the popularity of the teaching profession.

HR 4130 addresses this crisis by targeting urban schools with disadvantaged students and by promoting teacher recruitment and retention. HACU supports the following measures:

- Title I establishes a separate National Direct Student Loan (NDSL) fund for students preparing to become teachers. It creates a ~~student~~ financial assistance program that targets economically disadvantaged students and the institutions that serve them. A delivery system is already in place, which ensures successful implementation of the program. At HACU, we are very aware of educational deprivation caused by cultural and economic barriers. This bill proposes to break down these obstacles and reach the growing number of economically disadvantaged students who will comprise the majority of our student population.

- Title II encourages institutional recruitment and retention, a basic need that has been unfulfilled thus far. It provides incentives for institutions to encourage transfer of students from two-year to four-year institutions. Title II targets minority-serving institutions, for which the bill's definition of Hispanic-serving institutions of higher education is very important. HACU strongly supports this definition.

- **Title III is a creative and innovative approach to maintaining a desired level of teacher training and preparedness through professional development academies. This effort will bring together the various levels of education by tearing down artificial barriers and mobilizing communities in support of teachers and of teaching as a profession. The professional development academies will require the involvement of many players from the various levels of education, thus creating an intersegmental system to improve the educational attainment of minority students.**

- **Title IV encourages pride in teaching as a profession. It provides special recognition for elementary and secondary school teachers throughout the United States. Building such pride in teaching is long overdue and may help rejuvenate the profession.**

An urgent need exists to address the crisis resulting from the teacher shortage, especially in the Hispanic community. Teacher shortages are particularly acute in areas with large numbers of Hispanic students. Many of the teachers in Hispanic communities are not Hispanic and cannot cope with cultural and language barriers. Non-Hispanic teachers are not as likely to serve as role models for Hispanic students, which is crucial if students are to gain a higher degree of self-esteem.

With increasing numbers of Hispanic students entering the nation's schools, it is critical that more Hispanic teachers be trained and recruited. The emphasis throughout the bill on serving minority students and on recruiting and retaining minority teachers is a significant step toward bringing Hispanic students into the mainstream of the American educational system.

The bill's language is flexible enough to include all minority-serving institutions, but the definition for a Hispanic-serving institution used in this bill is to be applauded. It is necessary that a consistent statutory definition be established for a Hispanic-serving institution. The language of the Twenty-First Century Teachers Act is consistent with that in the Workforce 2000 legislation and in the Bentsen and Bustamante bills.

A majority of Hispanic students begin their postsecondary education careers at two-year colleges. The bill encourages transfers to four-year institutions, which is desperately needed with current transfer rates of only 15 percent. Many Hispanic students are unable to or are not encouraged to transfer to four-year institutions and therefore many Hispanics do not reach their full academic potential nor join professional fields.

As a nation, we need to address these critical issues before the crisis caused by teacher shortages becomes unmanageable. The provisions in this bill to forgive loans for students who teach for five years encourage students, particularly disadvantaged minorities, to enter teaching without the worry of debt burdens. HACU sees the assistance and encouragement that this bill promises to provide to the teaching profession as a positive step toward improving the American educational system.

Mr. Chairman, HACU appreciates your efforts over the years in assuring access to postsecondary education for all minority students. HACU commends you for your timely insight in introducing the Twenty-First Century Teachers Act. This bill will provide assistance to a large number of Hispanics as well as other disadvantaged students and the institutions that serve them, and addresses several critical needs for the future of education in the United States.

Hispanic Student Success Program

Hispanic American higher education participation and success rates are dismal. For every 1,000 Hispanic children who enter the educational system, on the average only 70 graduate from college. In some areas of the country the figure is even more tragic--as low as 25 out of 1,000.

Such low educational participation and success rates have momentous implications for American society in general, but even more so for Western and Southwestern states, and to Florida, New York, New Jersey, and Illinois. The consequences of the Hispanic educational crisis are not limited to social issues; they are also economic.

To combat the problem, the Hispanic Association of Colleges and Universities (HACU) began a pilot program, the Hispanic Student Success Program (HSSP), in San Antonio and South Texas in 1988. This HSSP model is being adapted in other areas of the country; those projects are part of the National Hispanic Student Success Program network.

Background

The Hispanic Association of Colleges and Universities

Founded in May 1986, the Hispanic Association of Colleges and Universities represents the 113 institutions of higher education in the United States that have at least 25 percent Hispanic student enrollment. Those institutions, located in 10 states and Puerto Rico, enroll approximately 45 percent of all the Hispanic college students in the U.S., yet they constitute only 3.5 percent of the more than 3,000 colleges and universities in the nation. Hispanic enrollment at these schools ranges from 25 to 99 percent of their student bodies. Demographic changes will result in more institutions reaching the minimum 25 percent criterion each year, so that by the year 2000, some 150 colleges and universities should be eligible for HACU membership.

HACU is dedicated to the institutional development of member colleges and universities and to the advancement of postsecondary educational opportunities for Hispanic students.

How the HSSP Began

In June 1987, The Ford Foundation awarded a planning grant to HACU to develop the pilot Hispanic Student Success Program. Planning activities focused on the identification of the underlying causes of the Hispanic dropout problem, of successful efforts already in place throughout the United States that address the problem, and of innovative and effective strategies for the enrollment and retention of significantly larger numbers of Hispanic students in institutions of higher education.

HACU staff and consultants who studied projects from California to Florida and from Chicago to Brownsville, Texas, identified four categories of factors affecting the high Hispanic student dropout rates: community, family, school, and the student. The projects visited varied widely in terms of organization and target groups. Although their directors are dedicated and qualified, most of the programs are small in scale, reaching, at best, hundreds of students annually. Successful programs shared several key features.

- In-service faculty and staff development activities involving middle schools, high schools, community colleges, and four-year colleges/universities;
- Marketing strategies emphasizing the value of education;
- Mentoring programs using Hispanic professionals and college students as role models;
- Experiences for precollege students on college campuses with college faculty providing academic and motivational instruction;
- Business and industry support through participation in statewide and local advisory boards to provide direction, fiscal support and human resources;
- Focus on writing skills;
- Involvement of students as early as grade 6;
- Parental involvement activities;
- Participation of caring, committed and competent individuals;
- Training in human development skills for students; and
- Involvement of community organizations.

To achieve substantial changes in the Hispanic student participation and success rates, colleges and universities, corporations, foundations, government agencies, and community organizations must form partnerships. Programs must begin at the elementary school level and continue through the middle school, high school, and college years. The entire community must be involved. Hispanic students and their parents, community-based organizations, and the public and private sectors must work together to integrate the educational experiences students have at one level with those they will have later in their school careers.

The Pilot Program

The Hispanic Student Success Program (HSSP), funded by The Pew Charitable Trusts of Philadelphia, Pa., is a comprehensive, intersegmental pilot project that seeks to increase the higher education participation and success rates of San Antonio-area Hispanic students. Strategies are designed to improve the performance of students at various points along the education pipeline. The project incorporates key characteristics of other successful programs, as well as contains innovative features.

Project Goals

The Hispanic Student Success Program's three major goals are to increase the rates at which the Hispanic students it targets:

* graduate from high school
* enroll in college
* graduate from college.

HSSP Components

The HSSP consists of many individual projects and activities organized around five functional areas:

* Institutional Change
* Marketing
* Enrichment Services
* Training
* Community Outreach

Institutional Change

Institutional Change refers to changes in federal, state and local policies and practices that inhibit the participation and success of Hispanic students in higher education. The HSSP brings the needs of Hispanic college students to the attention of legislators and officials by:

1. identifying the issues and practices that inhibit the educational attainment of Hispanic students;
2. promoting needed research or identifying research findings related to the inhibiting issues and practices;
3. convening forums and/or study groups that develop action plans to change outmoded practices; and
4. providing opportunities for leadership training for Hispanics wishing to work for institutional change.

For example, the HSSP sponsors study groups and forums on a variety of critical issues such as financial aid, the reauthorization of the Higher Education Act, and the underrepresentation of Hispanics in graduate study.

Marketing

Through a series of television and radio spots featuring the theme of "Education--It Really Does Make a Difference," the HSSP communicates to large numbers of students and other influential individuals a clear message: higher education is valuable; it "belongs" to all, not just an elite few; and it is attainable if students are prepared adequately. Target audiences are middle and high school students and their parents.

Enrichment Services

Enrichment activities--the HSSP's direct "delivery system"--provide academic and support services to Hispanic students.

The HSSP enrichment activities consist of:

- an Academic Year Enrichment Program of field experiences on college campuses for students in grades 6 through 9
- Enrichment Centers for after-school tutoring of children in K-8
- EXCEL, a summer enrichment program for 4th and 5th graders
- a Leadership Development Summer Program for "average" and "at-risk" 7th graders
- a Two-Year/Four-Year Program to encourage community college students to transfer to four-year institutions

Academic Year Enrichment Program (AYEP)

The Academic Year Enrichment Program (AYEP) delivers academic and academic support programs and services to Hispanic students in grades 6-12. AYEP activities are:

- Enrichment Lectures and Experiences--delivered at college campuses and/or school sites by college/university professors; target Hispanic students in grades 6-9.
- Preparing Yourself for College--delivered at schools; targets 8th graders
- Preparing for the PSAT/PACT+--delivered at high schools; targets 10th graders
- Preparing for the SAT/ACT--delivered at high schools; targets 11th and 12th graders
- Applying to College and for Financial Aid--targets 11th graders who will be first-generation college students and whose families have no background in dealing with the timelines and complexities of the college application and financial aid processes.

Enrichment Centers

Enrichment Centers (ECs) assist students in grades K-8 with their school work--help that their parents often cannot give because of their low levels of academic attainment. The centers are placed in churches, community centers and libraries close to elementary, middle and high schools.

Volunteer tutors at the ECs provide both group study and help for individual students. When possible, parent and peer tutors are used. Tutors do not do homework assignments for students, but rather, provide a supportive environment where the children can learn from each other, have access to reference and enrichment materials not available in their homes, and develop their study skills.

Experience in Creative and Effective Learning (EXCEL)

EXCEL, a six-week summer enrichment program for 250 average and above-average 4th- and 5th-grade students, develops analytical and problem-solving skills through studying "My City and I." The students learn about the population, environment, local government, educational system, and local employers of their city. They use math, science, and social studies skills while they study the "real world." For example, in studying the history of the local population (social studies), the students may investigate the percentage of senior citizens in the total population (math) or the effects of industrial dumping on a particular segment of the population (science). Activities are student-directed and "hands-on." The program promotes positive self-image, self-discipline, self-respect, and self-determination, as well as cooperation.

Leadership Development Summer Program (LDSP)

The Leadership Development Summer Program (LDSP), which targets 7th graders, is a residential institute on a college campus.

LDSP students have been identified by teachers and counselors as having superior leadership potential. The students need not be outstanding academically; some may, in fact, have been labeled as "troublemakers" in their schools. The LDSP channels such students' energies and skills in the right direction.

The program develops skills in leadership, interpersonal communication, negotiation, assertiveness, tolerance, tact, group dynamics and inquisitiveness. The LDSP also highlights the relationship between academic preparation and career choices.

Two-Your/Four-Year Program

The Two-Year/Four-Year Program (TY/FYP), funded by The Ford Foundation, is designed to increase the transfer rate of Hispanic students from community college to four-year institutions.

Specific Two-Year/Four-Year Program activities include:

- Summer Honors Program--for outstanding community college students. They take courses taught at four-year institutions, while paying only the community college tuition.
- Joint Admission Programs--Through a joint admissions program, participating community college students are guaranteed that they will not lose course credits when transferring. They can receive simultaneous academic advising from both the two- and four-year institutions. They also have access to financial aid counseling and scholarship information from the four-year institution, and may use the career placement office and library at the four-year institution.
- Transfer Information Guide--The Transfer Information Guide (TIG) contains basic information for community college students considering transferring to a four-year institution, such as college enrollment data, including ethnicity; special programs/services for transfer students; financial aid; application/admissions information; and majors.

Training

HSSP staff train volunteer tutors for the Enrichment Centers, conduct workshops for school district employees and parent groups, and provide leadership and other skills training for fellow staff members.

Community Outreach

Parental Involvement

The HSSP encourages parental involvement in all its activities. For example, parents of students participating in EXCEL and LDSP must attend orientation sessions and program "completion" ceremonies.

Parents are invited to visit the EXCEL classrooms and attend a student-designed career fair. Some parents of children who receive tutoring help in the Enrichment Centers volunteer as tutors.

Parents Forums

Because many Hispanic parents have not attended college, they often lack the experience and background to provide the support their children need with homework, with academic decisions, or with financial aid and college admissions procedures. Yet, studies show that parental involvement often is the deciding factor in a student's academic success.

HSSP parents forums held in community centers, churches and schools provide parents with the specific knowledge they need to help their children through the educational system. For example, forums on preparing for college that target parents of middle school students concern how to choose the appropriate academic courses for the college "path." Forums for parents of high school students cover college financial aid and application procedures. Other forums deal with working with school boards.

National Hispanic Student Success Program

HACU received a one-year grant from the Sears-Roebuck Foundation in April 1989 to plan the expansion of the Hispanic Student Success Program to four sites nationwide.

In March 1990, HACU announced a three-year grant from the Sears-Roebuck Foundation to establish the National Hispanic Student Success Program in Miami, Fla., and Northern New Mexico in 1990, and in Los Angeles, Calif., and the Bronx, N.Y., in 1991.

The NHSSP is designed to increase the rates at which Hispanics graduate from high school, enroll in college and graduate from college.

As with the San Antonio HSSP, the national program is based on "partnerships" with education "stakeholders." Community action teams from each NHSSP site include representatives from HACU member community colleges and four-year institutions, as well as school districts, the business sector, and community organizations. The teams determine how the HSSP partnerships and components can be adapted to meet local needs and resources.

Colleges and universities involved in the coordination of the NHSSP at the four sites are Miami-Dade Community College and Florida International University in Miami; Santa Fe Community College, Northern New Mexico Community College and New Mexico Highlands University; East Los Angeles College and California State University at Los Angeles; and Hostos Community College and Herbert H. Lehman College in the Bronx, N.Y.

Program Impact

"The only program that I think has made me discover many great things about myself is the HACU program."

"This is an extraordinary chance to see what it feels like to be in college."

"I think the people who go to college are the ones who want to be somebody...I want to be somebody someday."

Principals, teachers, parents and students have responded extremely enthusiastically to the Hispanic Student Success Program. Principals have asked that HSSP activities be implemented in their schools. Teachers report on their students' heightened interest in career preparation. Parents attend parents forums in large numbers and come to program orientations. Parents whose children have not had the opportunity to participate in an HSSP activity have called to find out how their children can get involved. And, perhaps most importantly, students who have participated in the various HSSP components have commented publicly on the effect the program has had on their lives, on how they feel more confident of their ability to succeed, and on how they now definitely include a college education in their plans.

The HSSP is continuously evaluated; necessary modifications are incorporated into the program. Strategies that succeed in increasing the number of Hispanic students who graduate from high school and attend and complete college will need to be "institutionalized." Federal, state, county and city governments, state education and community development agencies, the business community, school districts and colleges/universities will need to make significant commitments to ensure that the changes effected continue well into the 21st century.

Hispanic education issues are rapidly becoming the cornerstone of a sound social and economic future for this country. The continued economic growth of the nation will require the fullest development possible of its valuable human resources, many of whom are now Hispanic.

The Hispanic Association of Colleges and Universities believes the Hispanic Student Success Program is a "blueprint" for making significant gains in the educational success rates of Hispanics nationally.

Foundation Support for the NHSSP

1. HSSP Planning (June-November 1987): Six-month planning phase funded by a $49,036 grant from The Ford Foundation. HACU identifies underlying causes of the Hispanic dropout problem and programs throughout the United States that address the problem; plans HSSP.
2. HSSP Established (December 1987): HACU receives a $2.1 million, three-year grant from The Pew Charitable Trusts of Philadelphia, Pa., for a comprehensive pilot program to improve the higher education participation and success rates of South Texas Hispanic students.
3. Two-Year/Four-Year Program (Subcomponent of HSSP) (June 1988): HACU receives a 38-month, $436,500 grant from The Ford Foundation to design and implement programs that will

result in significant increases in the rates at which Hispanic community college students transfer to four-year institutions. The program is incorporated into the HSSP.

4. **National Hispanic Student Success Program (NHSSP) Planning (April 1989): HACU receives a one-year, $48,723 grant from the Sears-Roebuck Foundation to plan the replication of the HSSP in four sites nationwide.**
5. **National Hispanic Student Success Program (NHSSP) Established (March 1990): HACU receives a three-year, $471,024 grant from the Sears-Roebuck Foundation for start up costs for the NHSSP in four sites nationwide.**

Staff

Antonio R. Rigual, Ph.D., President, HACU, and Project Director, Hispanic Student Success Program
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The Hispanic Association of Colleges and Universities wishes to thank the Sears-Roebuck Foundation for its support of this publication.

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Chairman **Hawkins**. Thank you.

The Chair would like to recognize at this time, the addition of Congressman Martinez to the hearing. We are very pleased to have him because of his contribution to the subject and his support of the proposal which we are considering today.

Mr. Lemos, I think that you indicated some statistics, which I did not completely capture as you gave them out, but it seemed to indicate a rather large number of teachers being prepared by the University of California System. I am not so sure that I got the correct impression that you were doing such a marvelous job that you did not need a proposal of this nature. Obviously, you did indicate that minority teachers were not being as generously developed as the others, but did I get the impression that you had a rather large number of graduates in the teaching profession?

Mr. **Lemos**. Yes.

Chairman **Hawkins**. Would you give that again?

Mr. **Lemos**. Yes, California State University——

Chairman **Hawkins**. That is the State University.

Mr. **Lemos**. State University system.

Chairman **Hawkins**. I see, okay.

Mr. **Lemos**. Yes, we recommended the initial teaching credentials this past year for over 9000 students. The actual number is 9038.

Chairman **Hawkins**. And they received their degrees in education?

Mr. **Lemos**. They received their degree from a wide variety of places, but then they did their credential preparation work at California State University campus. And so, as you know, we do not grant the teaching credentials. We recommend the teaching credential, and then, of course, they are—the recommendations are accepted. And as I mentioned, 84 percent of that population is white. And we really see that as a problem, because, of course, we are trying to achieve our diversity goals throughout the university. And we found that to the extent that we can achieve our diversity goals throughout the State university system is going to help us impact these percentages with respect to the teaching profession.

And once again, the students that go into teaching, for the large part, are prepared in academic departments. So that is what we are focusing a lot of our efforts with respect to getting students into the departments, such as math, history, the social sciences, the hard sciences, because once they have their degree, then they would go on——

Chairman **Hawkins**. Well, of this 9000, how many would be in such subjects as math and science?

Mr. **Lemos**. Well, it varies. Another unfortunate trend is that we are finding an unacceptably small percentage of students that receive their degrees in math and science go into the teaching profession. So, in addition to the overall teacher shortage, just in general, there is also an acute problem with respect to mathematics and science.

And the problem is even more acute with respect to minority students, because we are not doing as well as we should in terms of having minority students enroll in math and hard sciences. And consequently, they are not entering teacher credential programs.

So I do not have the exact figures with me, but the area of math and science is where we are probably doing the worst job.

Chairman **HAWKINS**. Now, you also indicated that $1.1 million of lottery money is being used for teacher programs.

Mr. **LEMOS**. For teacher diversity budget, yes.

Chairman **HAWKINS**. Diversity?

Mr. **LEMOS**. What we did there is, we used that money and sent out a request for proposals for campuses to compete for portions of that grant money to implement teacher diversity projects on their campuses. And as I mentioned earlier, 12 campuses successfully competed for those funds and are involved in a wide range of——

Chairman **HAWKINS**. Now, is this in addition to the state budget support or is it——

Mr. **LEMOS**. Yes.

Chairman **HAWKINS**. This is additional to the regular state budget support.

Mr. **LEMOS**. Yes.

Chairman **HAWKINS**. Mr. Quigley, you indicated that there were other programs to reward or to recognize outstanding teachers other than the one which we have proposed. Are they in competition or is there any way of consolidating them or would that be a duplication? Or how could we tie in those that may be already available? It is not the thought that we are trying to supplant or obviously not to do away with any other efforts, but merely to make sure that they are in every state.

Do you see any problem, any duplication or anyway that we could consolidate the efforts so that we are not doing something that is already being done?

Mr. **QUIGLEY**. I brought up the problem, but I must say I do not have a good solution. I would be happy to talk to some people and send you——

Chairman **HAWKINS**. Do you think that is something that should be addressed, however.

Mr. **QUIGLEY**. I think the subject should be addressed. I do. The program that is done by the Chiefs does have the cooperation of the AFT and the NEA, the school boards and so forth, but then those organizations also have their own independent teacher recognition programs. And then there are also, as I say, in the private sector, an increasing number of programs. For example, NBC recently introduced a teacher recognition program in the LA area, whatever the affiliate is.

There are a number of things like that going on. So it seems to me, the idea is so good that to just reinforce one group's efforts, it might be productive to look into a way to see how you could foster all of those programs from professional organizations and the private sector rather than singling out one and holding it above the others with that kind of a limelight.

And I would be happy to talk with some people in the—we work with all those organizations and to send you a brief concept, a couple of pages, on how that might be done.

Chairman **HAWKINS**. I wish you would. We would be very glad to receive it. You also indicated something which is very unusual, that is a suggestion that we should be more specific and, if necessary, provide more requirements. Usually educators are trying to tell us that we overreach ourselves when it comes to making things too specific or requiring something to be done. They think we have done too much already and should undo some of the things we have already done.

But you have gone the other way and indicated that we should be more specific, particularly in certain subject matters. How do these things fit in with each other, in contradicting each other?

Mr. **Quigley**. Well, everybody likes to have a blank check, you know. But if it is going to be my tax dollar, I would rather make sure that what is known about what is effective in developing and implementing in-service programs, be built into the legislation. I am sure there are a lot of people in this room and a lot of people in the country that do not agree with me, but as a professional educator involved in these kinds of things, I would rather see that.

I'm sorry, Bill, but if you were to give the typical school system additional funds without restrictions to improve their in-service training programs, they are more likely to use their local resources, their local supervisors, and emphasize methods and processes at the expense of content and not bring in the people from the departments of math and science and so forth from the universities in those programs. And I think those are an essential part of the equation.

You know, we have a lot of people out there teaching math that do not have good backgrounds in math, and a lot of people teaching sciences and social sciences and so forth. It has been remarkable to me with our recent program on the bi-centennial of the Constitution, that the teachers whose classes win, it is not the ability of the class so much, it is the knowledgeable teacher. And these students get up and they testify before a simulated congressional hearing on constitutional issues with prepared statements and rehearsed responses to various questions. And the students get up and they give incorrect information about judicial review, federalism, separation of powers and so forth.

And they are reflecting the lack of knowledge of their teachers. Whereas, those teachers that have had special in-service programs at UCLA or other state colleges where they have had the benefit of people who have been teaching political science, constitutional law and so forth for thirty or forty years, their performance is remarkably different and the performance of their students is remarkably different. And I think that is duplicated across the board in all the other subject areas.

So that is why I think if you already have as a requirement that these LEA's enter into partnerships with schools of teacher education, which I think is definitely appropriate, but if you do not put in the requirement that they also have the appropriate subject matter departments, I think that is leaving it to chance and the probability is that they are not going to do it. And I think it is a reasonable requirement. So I think that is one thing that I would just encourage.

Chairman **Hawkins**. Mr. Cardenas, you made quite an issue out of the part of the bill that expresses the thought that we need to attract more bilingual teachers. As much as we try and as strong as we make the provisions, we still do not seem to accomplish a great deal. I do not know why it is. We are making another attempt in this bill. Now, whether it is strong enough or whether it will accomplish what is intended, I am not sure. We have not had such good results up to now and we obviously would like to strengthen that provision because we see, even in a multi-cultural society such as ours, being able to reach out and do a good job in that field is difficult.

It is so strange, because in other countries that we travel through everybody is bilingual. Nobody pays much attention to that as being any great problem. But here we seem to have some unique difficulties. And I am wondering why. Do you have any other thought to offer? You seem to think that we are reaching out more than usual in this particular proposal. But do you think that that will be sufficient?

Mr. **Cardenas**. Mr. Chairman, from a personal point of view, the Title that intrigues me the most here is the collaborative efforts that you are pushing. You try to push public schools, colleges and universities to work together in trying to identify and work with either students or teachers.

There are several pilot programs in the country that I am familiar with. I know of one in our own backyard in Phoenix in which we are developing an urban teachers project where we are working with the local public schools, the community colleges, of course, and the universities, in trying to identify, not only bilingual aides but also working with those students in the high schools and trying to encourage them to start looking at teaching as a career.

And if you zero in on those urban schools, and do it where the majority of our minorities and disadvantaged live, I think that that is the very first step. So I think that of all the items that you have identified in the bill, I think that one is perhaps, from my point of view, the strongest in that I think it is going to do those kinds of things and encourage that collaborative effort that is so much needed.

Chairman **Hawkins**. I think my time has run out. I am sorry. Mr. Martinez?

Mr. **Martinez**. Mr. Chairman, your time as the chairman, will never run out. I first apologize for being a little bit late. I got stuck in a traffic jam behind a burning truck with the fire engines trying to put it out. Evidently there were paramedics on the scene, so somebody must have been hurt, but I should have started out much more earlier so that I could have had time to make it on time. So, I apologize for being late.

I had an opening statement, and I have submitted it for the record. And in that statement, I was going to refer to a lot of the positive aspects to the bill, but all of you, as witnesses, have attested to a lot of those positive aspects of the bill. But just before I got off the freeway, I heard an ad and maybe some of you have heard it, a radio advertisement, about education. It says, "Why does Japan have more engineers than we do in the United States? Why does Switzerland spend more per student?" And the big question, after these glowing examples of other countries who are doing much better than we are in certain areas was the bottom line question, "Do we value education?"

And I remember when I first got to Congress, everybody was echoing the sentiment of the report A Nation at Risk. This is now almost eight years later, and I do not see where we have really moved that far in the direction of taking us out of that risk. Now, the Chairman, and I must commend him, has over the time that I have been on the Education and Labor Committee, fought for increases in funding in education. When I first got there, they were suffering from the 1981 Economic Recovery Act, which cut everything except defense and then added defense expenditures and gave big tax breaks to the most wealthy in this country at the expense of education and at the expense of those domestic and social programs that we need to maintain to keep us strong internally.

But that brought home something to me in that it says, "Do we value education?" And I thought, well, what is the most important component of education? It has to be the teacher. I mean, you can have equipment and text and everything else, but without the person there to direct the proper use of and set standards for the development from that to a certain level, I do not see how you could ever succeed.

And I think one of the things is, I can remember when I was a young man in school, I was never a great student, but I was a better student because of a teacher, a teacher, Mrs. Kayson, and I will never forget her, in the sixth grade, slapped the devil out of me, and that is probably what I needed at the time, and told me that I could learn. And she showed me that I could learn. More recently, in a hearing that Gus and I were attending where Carol Val was testifying, he brought that message home to me when he said, "There is nothing so rewarding to a teacher as when she sees the light go on in that young person's head when they have learned that they can learn."

And so, you go back to the teachery. I have to commend the Chairman for introducing this legislation, because we really ought to focus on the teacher. And then, after the teacher, all of those things the teacher needs to help him be successful including a certain kind of programs which brings me to the first question I'll ask.

[The prepared statement of Hon. Matthew G. Martinez follows:]

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STATEMENT

BY

HONORABLE MATTHEW G. MARTINEZ
MEMBER OF CONGRESS

HEARING ON TWENTY FIRST CENTURY TEACHERS ACT
(H.R. 4130)

COMMITTEE ON EDUCATION AND LABOR
U.S. CONGRESS

THE MUSES ROOM
THE CALIFORNIA MUSEUM OF SCIENCE AND INDUSTRY
700 STATE DRIVE

LOS ANGELES, CALIFORNIA
10:00 A.M. (P.S.T.)
MARCH 3, 19909

R. CHAIRMAN, IN TERMS OF BOTH CLASSROOM PERFORMANCE AND LONG-TERM IMPACT, IT IS ALTOGETHER FITTING THAT THIS FIRST HEARING ON THE "TWENTY FIRST CENTURY TEACHERS ACT" IS BEING HELD IN LOS ANGELES, CALIFORNIA. THE PROBLEMS AND PROGRAMS AND PROPOSALS THAT WE WILL HEAR ABOUT TODAY SUGGEST WAYS TO TURN THE CHALLENGES FACING OUR ENTIRE NATION INTO OPPORTUNITIES.

IN EDUCATION, AS IN OTHER AREAS, CALIFORNIA IS OFTEN A PACE-SETTER FOR THE REST OF THE NATION. WHAT HAPPENS IN CALIFORNIA IS CONSEQUENTIAL FOR THE NATION AS A WHOLE. CALIFORNIA IS ALREADY HOME TO ONE OUT OF EVERY NINE CHILDREN IN AMERICA--AND THAT NUMBER IS INCREASING. BY 1995 CALIFORNIA SCHOOL ENROLLMENT WILL EQUAL THE TOTAL ENROLLMENT OF THE 24 SMALLEST STATES. CALIFORNIA RECEIVES AT LEAST 27% OF THE IMMIGRATION TO OUR NATION--AND THIS HAS CLASSROOM IMPLICATIONS. ONE OUT OF SIX CALIFORNIA SCHOOL CHILDREN WAS BORN OUTSIDE THE U.S., AND ONE OUT OF FOUR SPEAK A LANGUAGE OTHER THAN ENGLISH AT HOME. 75% OF THE NEW STUDENTS ENROLLING IN CALIFORNIA PUBLIC SCHOOLS IN THE NEXT FEW YEARS WILL BE HISPANIC OR ASIAN. WE MUST DEAL WITH THE NEEDS OF OUR STUDENTS.

CALIFORNIA, LIKE THE NATION AS A WHOLE, IS SHORT OF QUALIFIED TEACHERS--PARTICULARLY IN AREAS SUCH AS SCIENCE, MATHEMATICS, BILINGUAL EDUCATION, SPECIAL EDUCATION, AND FOREIGN LANGUAGE EDUCATION. THIS YEAR HALF THE NEW TEACHERS IN LOS ANGELES HAD EMERGENCY CERTIFICATES; THIS YEAR NEW YORK CITY HIRED 6,500 NEW TEACHERS--90% OF THEM HAD NO CERTIFICATES OR LICENSES FOR TEACHING. AND NOT ONLY IS THERE A VERY HIGH RATE OF TURNOVER AMONG ENTERING TEACHERS, BUT WE ARE HEADED TOWARD A BIGGER

PROBLEM BECAUSE THE TEACHERS HIRED AT THE PEAK OF THE BABY BOOM WILL SOON BE RETIRING.

WHILE RESEARCH CONTINUES TO DEMONSTRATE THE IMPORTANCE OF ROLE MODELS AND OF TEACHERS ATTUNED TO THE NEEDS AND BACKGROUND OF THEIR STUDENTS, THE PROPORTION OF MINORITY STUDENTS IN TEACHER TRAINING PROGRAMS HAS ACTUALLY BEEN FALLING AS OPPORTUNITIES IN OTHER FIELDS HAVE OPENED TO MINORITIES.

BUT IT IS NOT JUST WIDER OPPORTUNITIES. THE SIMPLE FACT IS THAT THERE IS A SMALLER PERCENTAGE OF BLACKS AND HISPANICS ATTENDING COLLEGE AND GRADUATE SCHOOL THAN THERE USED TO BE. FINANCIAL AID WAS FUNDAMENTALLY RESTRUCTURED DURING THE PAST DECADE TO FORCE LOW INCOME STUDENTS TO GO DEEPLY INTO DEBT TO RECEIVE AN EDUCATION. WE NEED A MORE REASONABLE BALANCE OF SCHOLARSHIPS AND LOANS--RATHER THAN THE CURRENT SYSTEM THAT LEAVES DISADVANTAGED STUDENTS DEEP IN DEBT AT THE TIME IN THEIR LIVES WHEN THEY ARE WORKING TO BUILD CAREERS, STRIVING TO ESTABLISH STRONG FAMILIES, AND BATTLING TO KEEP A ROOF OVER THEIR HEADS.

THE AMERICAN COUNCIL ON EDUCATION RECENTLY ISSUED THE EIGHTH ANNUAL STATUS REPORT ON MINORITIES IN HIGHER EDUCATION. THERE ARE SOME BITS OF GOOD NEWS. FOR EXAMPLE, THE MAJORITY OF PH.D.S AWARDED TO AFRICAN-AMERICANS AND HISPANICS WERE IN EDUCATION. FROM 1980 TO 1988 HISPANIC AMERICANS MORE THAN DOUBLED THE NUMBER OF PH.D.S THEY EARNED IN ENGINEERING, LIFE SCIENCES AND PHYSICAL SCIENCES.

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BUT MUCH OF THE NEWS IS NOT GOOD. MIDDLE-INCOME AFRICAN AMERICANS AND HISPANICS SUFFERED SEVERE LOSSES IN THEIR COLLEGE-GOING RATES. FROM 1976 TO 1988 THE ENROLLED IN COLLEGE PARTICIPATION RATES OF MIDDLE INCOME AFRICAN AMERICANS HAD FALLEN FROM 53% TO 36% AND FOR HISPANICS THE FALL WAS FROM 53% TO 46%. FROM 1978 TO 1988 THERE WAS A 47% DECLINE IN DOCTORATES AWARDED TO AFRICAN-AMERICAN MALES. THE DECLINE FOR YOUTHS FROM LOW INCOME FAMILIES WAS EVEN MORE SEVERE. THE ENROLLED-IN-COLLEGE PARTICIPATION RATE OF DEPENDENT LOW INCOME AFRICAN AMERICAN HIGH SCHOOL GRADUATES DROPPED FROM 40% TO 30% AND THE RATE FOR HISPANICS FELL FROM 50% TO 35%. IN 1988 ONLY 805 BLACKS RECEIVED A PH.D.--A DECREASE OF 22% FROM TEN YEARS BEFORE. THERE WERE FEWER HISPANIC PH.D.S. WHILE THE 612 HISPANICS RECEIVING A PH.D. IS AN INCREASE IN THE ABSOLUTE NUMBER OF HISPANICS RECEIVING A PH.D., IT IS A SMALLER PROPORTION OF THE HISPANIC POPULATION--AND MANY OF THOSE WERE FOREIGN HISPANICS ATTENDING DEGREE PROGRAMS IN THE U.S. IT JUST DOESN'T ADD UP.

THE EXCUSE INDUSTRY IS THRIVING IN AMERICA. SOME SAY THAT THERE IS NO TEACHER SHORTAGE BECAUSE IN THE FACE OF SHORTAGES SCHOOLS HAVE BEEN SO SUCCESSFUL IN ELIMINATING CLASSES SUCH AS CHEMISTRY AND FOREIGN LANGUAGES, HIRING TEMPORARIES, AND TAKING OTHER ACTIONS TO KEEP A WARM BODY IN THE CLASSROOM. HOWEVER, IF YOU LOOK AT WHAT THE NUMBERS MEAN, WE HAVE A SHORTAGE.

WE ALSO KEEP HEARING THAT TEACHER SALARIES ARE AT "AN ALL TIME HIGH". THAT TOO MUST BE PUT INTO PERSPECTIVE. TEACHER SALARIES WERE NEVER HIGH COMPARED TO OTHER PROFESSIONS. MOREOVER, ACCORDING TO A STUDY BY THE AMERICAN FEDERATION OF TEACHERS, TEACHER SALARIES ARE ONLY SLIGHTLY AHEAD OF WHERE THEY WERE IN 1972. IN 1989 DOLLARS, TEACHERS ARE ONLY

$700 AHEAD WHERE THEY WERE 17 YEARS AGO. THAT IS AN AVERAGE REAL INCREASE OF JUST $41 DOLLARS A YEAR.

MY FRUSTRATION--AND A LOT OF PEOPLE'S FRUSTRATION --IS THAT THE GREATEST THING ABOUT A POLITICIAN IS HIS SPEECHES. WE HEAR THE SAME TALK OVER AND OVER AGAIN. IN THE EIGHT YEARS THAT I HAVE BEEN IN CONGRESS I HAVE HEARD THE SAME STATISTICS AND THE SAME PROBLEMS REITERATED MANY DIFFERENT WAYS. BUT IT USUALLY DOESN'T COME ANY CLOSER TO PROVIDING ACTIVE SOLUTIONS TO THESE PROBLEMS.

THERE ARE SOLUTIONS. FOR EXAMPLE, STUDY AFTER STUDY--INCLUDING THE RECENT STUDY BY THE AMERICAN COUNCIL ON EDUCATION--SHOW THAT INCOME AND STUDENT AID ARE MAJOR FACTORS IN COLLEGE PARTICIPATION AND COMPLETION FOR ALL STUDENTS, INCLUDING MINORITIES. WELL-DESIGNED STUDENT RETENTION PROGRAMS CAN MAKE A HUGE DIFFERENCE IN THE NUMBER OF MINORITY COLLEGE TUDENTS WHO GO ON TO RECEIVE A DEGREE.

THE LEGISLATION BEING CONSIDERED TODAY IS VITAL BECAUSE IT TAKES AN IMPORTANT STEP TOWARD SOLVING THOSE PROBLEMS. FIRST, THIS MEASURE PROVIDES LOANS AND LOAN FORGIVENESS FOR MINORITIES ENTERING TEACHING. AS I MENTIONED EARLIER, THE RESEARCH CLEARLY SHOWS THE IMPORTANCE OF FINANCIAL SUPPORT IN COMPLETING HIGHER EDUCATION. STUDIES ALSO SHOW THAT FEDERAL POLICY CAN PLAY A CONSTRUCTIVE ROLE HERE. THE RECENT NATIONAL RESEARCH COUNCIL STUDY FOUND THAT MINORITY PH.D. STUDENTS ARE LESS LIKELY THAN WHITES TO FIND INSTITUTIONAL OR GOVERNMENTAL SOURCES OF SUPPORT. WHILE 35% OF WHITE DOCTORATES SAID UNIVERSITY FUNDS WERE THEIR PRIMARY SOURCE OF SUPPORT, 31% OF HISPANICS, AND LESS THAN A QUARTER OF

ALL BLACKS AND AMERICAN INDIANS LISTED SUCH SUPPORT. BLACKS, HISPANICS, AND NATIVE AMERICANS --WHO WERE OFTEN FROM ECONOMICALLY DISADVANTAGED BACKGROUNDS TO BEGIN WITH--HAD TO RELY ON PERSONAL RESOURCES. THE AMERICAN COUNCIL ON EDUCATION REPORT FOUND THAT WHETHER OR NOT STUDENTS GRADUATE DEPENDS MORE ON INCOME THAN ON RACE. BETWEEN 1985 AND 1987 THE NUMBER OF EDUCATION DEGREES AWARDED BLACKS, HISPANICS AND NATIVE AMERICANS FELL 22%, 12% AND 6% RESPECTIVELY. GIVEN THE DEMOGRAPHICS IN OUR CLASSROOMS AND IN THE LARGER SOCIETY, EFFECTIVE TARGETING ASSISTANCE TO LOW AND MIDDLE INCOME STUDENTS MUST BE A TOP PRIORITY. THE MEASURE IS ON TARGET IN IMPROVING EXCELLENCE IN AMERICAN EDUCATION.

SECOND, TITLE 2 OF THIS BILL IS IMPORTANT BECAUSE IT TAKES EFFECTIVE ACTION TO INCREASE RETENTION. ONE OF THE BIG PROBLEMS WITH MINORITY EDUCATION IN THIS COUNTRY IS THAT THE "PIPELINE" LEAKS. IF YOU BEGIN BY LOSING NEARLY ONE OUT OF EVERY TWO HISPANIC STUDENTS BEFORE THE END OF HIGH SCHOOL, IT DRAMATICALLY CUTS THE NUMBER OF HISPANIC STUDENTS ELIGIBLE FOR COLLEGE. THINGS AREN'T MUCH BETTER ONCE YOU GET TO COLLEGE. THE RECENT AMERICAN COUNCIL ON EDUCATION REPORT FOUND THAT WHILE HISPANICS COMPRISED OVER 8% OF THE POPULATION AND 5.3% OF ALL UNDERGRADUATES, THEY RECIEVED ONLY 2.7% OF BACHELORS DEDGREES. SIMILARLY, BLACK STUDENTS COMPRISED 9.2% OF UNDERGRADATES BUT RECEIVED ONLY 5.7% OF BACHELORS DEGREES.

THAT IS NOT THE WAY IT HAS TO BE. SEVERAL EFFECTIVE MODELS OF SUPPORT FOR RETENTION AND EXCELLENCE IN ACHIEVEMENT HAVE BEEN IDENTIFIED--THE EMPIRICAL RECORD IS CLEAR. FOR EXAMPLE, AT GARFIELD HIGH SCHOOL WHERE JAIME ESCALANTE AND OTHER TEACHERS ARE DOING SUCH AN OUTSTANDING JOB, A RECORD 140 GARFIELD STUDENTS TOOK ADVANCED PLACEMENT CALCULUS EXAMS LAST

YEAR--EXCEEDING ALL BUT FOUR SCHOOLS IN THE COUNTRY--AND 54% PASSED. THAT IS AN IMPROVEMENT OVER THE 46% PASS RATE WHEN THE "STAND AND DELIVER " FILM HOOPLA WAS AT ITS HEIGHT.

SUPPORT PROGRAMS WORK AT THE COLLEGE LEVEL TOO. CALCULUS COURSES SERVE AS THE GATE-KEEPER TO HIGHER LEVEL COURSES IN MANY FIELDS. AT THE UNIVERSITY OF CALIFORNIA AT BERKELEY, PROFESSOR URI TREISMAN FOUND THAT INDEED MINORITIES WERE FLUNKING CALCULUS: FROM 1965 TO 1974 THERE HAD BEEN NO YEAR IN WHICH TWO OR MORE BLACKS OR HISPANICS RECEIVED HIGHER THAN A "B MINUS" GRADE. HIS RESEARCH FOUND THAT THE VERY WORK HABITS OF SELF- RELIANCE THAT HAD ENABLED MINORITY STUDENTS TO SUCCEED IN HIGH SCHOOL WERE OFTEN LEADING TO ISOLATION AND FAILURE AT THE COLLEGE LEVEL. PROFESSOR TREISMAN'S WORK BUILT ON THE MODEL THAT IT IS EASIER TO HELP STUDENTS GET "A'S" THAN TO HELP THEM PASS. IT IS A PROGRAM FOR EXCELLENCE, NOT REMEDIAL: IT CONNECTS A COMMUNITY TO CALCULUS. THE MODEL HAS BEEN EFFECTIVELY REPLICATED AT A NUMBER OF UNIVERSITIES. SIMILARLY, TRIO PROGRAMS HAVE DONE OUTSTANDING WORK IN THIS AREA.

WE ALWAYS ASK SCHOOLS TO DO SOMETHING ABOUT RETENTION, BUT WE DON'T GIVE THEM SUFFICIENT SUPPORT TO DO WHAT NEEDS TO BE DONE. THE STUDENT RETENTION PROVISIONS UNDER TITLE 2 OF THIS MEASURE ARE IMPORTANT BECAUSE THEY BEGIN TO BUILD ON WHAT WE KNOW ABOUT 'WHAT WORKS' TO GET EFFECTIVE EDUCATION.

THIRD, TITLE 3 IN THIS BILL PROVIDES LOCAL FLEXIBLITY TO MEET LOCAL NEEDS. IF A DISTRICT FINDS THAT IT NEEDS TO DEVOTE THE ENTIRE PROGRAM TO BILINGUAL EDUCATORS FOR MEET NEEDS OF LIMITED-ENGLISH PROFICIENT STUDENTS, THAT IS APPROPRIATE; IF IT NEEDS TO MEET NEEDS OF SPECIAL

EDUCATION STUDENTS OR IF IT NEEDS TO TRAIN MORE MATH TEACHERS, THAT TOO IS O.K.

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FINALLY, MR. CHAIRMAN, WORLD EVENTS THIS WEEK MAKE IT CLEAR THAT OUR WORLD IS CHANGING FAST. SOUND NATIONAL POLICY AS WELL AS OUR ABILITY TO COMPETE IN WORLD MARKETS REQUIRES GLOBAL COMPETENCE. A RECENT REPORT OF THE BUSINESS-HIGHER EDUCATION FORUM REMINDS US OF SOME FAMILIAR STATISTICS. "IN 1960 ONLY ONE-TENTH OF THE U.S. G.N.P. WAS TIED TO TRADE. TODAY ALMOST 70% OF AMERICAN GOODS AND SERVICES COMPETE WITH FOREIGN PRODUCTS, ONE-THIRD OF U.S. CORPORATE PROFITS ARE GENERATED BY INTERNATIONAL TRADE AND FOUR OF EVERY FIVE NEW AMERICAN JOBS ARE LINKED TO INTERNATIONAL TRADE." THESE PRESSURES FOR CHANGE ARE EVEN MORE MARKED HERE IN LOS ANGELES WHERE THE AVAILABILITY--OR ABSENCE--OF SKILLS NEEDED FOR INTERNATIONAL ACTIVITIES ARE PLAYING A CENTRAL ROLE IN DETERMINING WHETHER LOS ANGELES WILL CONTINUE TO DEVELOP AS A PROSPEROUS WORLD CLASS CITY THAT SERVES AS THE FINANCIAL, MANUFACTURING, AND CULTURAL CENTER OF THE PACIFIC RIM. IF WE DON'T BUILD THE NECESSARY SKILLS, WE WILL WE SIT ON THE SIDELINES OF ECONOMIC DEVELOPMENT AND MISS OUT ON THE GOOD PAYING AND INTERESTING JOBS THAT HOLD THE KEY TO IMPROVING OUR FUTURE. INTERNATIONAL KNOWLEDGE--INCLUDING LANGUAGE SKILLS--IS AN IMPORTANT ELEMENT IN MEETING THOSE OPPORTUNITIES.

UNFORTUNATELY, WE HAVE FAR TO GO. SOMEONE CALLED THIS GENERATION "THE LOST GENERATION" BECAUSE THEY KNOW SO LITTLE ABOUT GEOGRAPHY. ONE STUDY FOUND THAT ONE IN SEVEN ADULTS COULD NOT LOCATE THE UNITED STATES ON A WORLD MAP! HALF COULD NOT IDENTIFY EVEN A SINGLE SOUTH AMERICAN COUNTRY. HALF COULD NOT POINT OUT SOUTH AFRICA ON THE MAP. WHEN THE NEWS CARRIES PICTURES OF SOVIET TANKS IN "GEORGIA", MANY AMERICANS MUST BE WONDERING

WHAT THE ATLANTIC BRAVES HAVE BEEN UP TO. INCREASINGLY OUR NATION NEEDS EFFECTIVE LANGUAGE SKILLS. NEW YORK STATE IS THE ONLY STATE WITH A AJORITY OF STUDENTS ENROLLED IN FOREIGN LANGUAGE COURSES. MOST OF THE 'LANGUAGE MAJORS' GRADUATING FROM OUR COLLEGES AND UNIVERSITIES ONLY SCORE AT A BEGINNER'S LEVEL ON STANDARDIZED TESTS OF THE LANGUAGE THEY ARE SUPPOSED TO BE FLUENT IN.

EARLIER THIS WEEK THE PRESIDENT AND THE NATIONAL GOVERNORS PROPOSED A SERIES OF NATIONAL GOALS AND OBJECTIVES IN EDUCATION. AMONG THE OBJECTIVES WAS INCREASING THE PERCENTAGE OF STUDENTS WHO ARE COMPETENT IN MORE THAN ONE LANGUAGE, AND ENSURING THAT ALL STUDENTS WILL BE KNOWLEDGEABLE ABOUT THE DIVERSE CULTURAL HERITAGE OF THIS NATION AND OF OUR WORLD COMMUNITY. IF THIS IS TO BECOME A REALITY--AND IF OUR SCHOOLS ARE TO BUILD THE SKILLS OUR CHILDREN NEED TO COMPETE IN THIS RAPIDLY CHANGING WORLD, WE NEED TO REALIZE THAT IN OUR EVOLVING WORLD ECONOMY FOREIGN LANGUAGE SKILLS ARE NO LONGER A LUXERY. TODAY--WHEN FOUR OUT OF IVE NEW JOBS ARE LINKED TO INTERNATIONAL TRADE, AND TECHNOLOGICAL BREAKTHROUGHS MATTER, NO MATTER WHAT LANGUAGE THEY ARE PUBLISHED IN--WE NEED TO REALIZE THAT LANGUAGE STUDY IS NOT FOR EFFETE SNOBS. TODAY LANGUAGE STUDY IS BASIC "MEAT AND POTATOES" EDUCATION. WE NEED TO TAKE A SERIOUS LOOK AT WAYS TO BUILD AMERICA'S LANGUAGE SKILLS--INCLUDING "TWO-WAY" DEVELOPMENTAL PROGRAMS. IT MAY BE WORTH LOOKING AT THE OPPORTUNITIES HERE TO STRENGTHEN THE PROGRAMS THAT ASSIST AMERICA'S TEACHERS BUILD FOREIGN LANGUAGE SKILLS.

IN SUM, THIS IS A VERY IMPORTANT BILL. THIS LEGISLATION PROVIDES AN OPPORTUNITY TO BEGIN MOVING BEYOND RHETORIC TO DO SOMETHING TO REALLY MEET THE NEEDS TO STRENGTHEN EDUCATION IN THIS NATION. I LOOK FORWARD TO HEARING THE TESTIMONY. THANK YOU.

Mr. **Martinez**. It is that, when we talk about bilingual as being Hispanic—and Mr. Cardenas is Hispanic—and we are concerned about Hispanic children who have language problems and language barriers, as we call them, that they are given full advantage to overcome that barrier, so that they can really absorb that learning that they should.

I had a language barrier when I started in kindergarten. I did not speak any English. I spoke Spanish only and that was strange because I came from a home where my mother was half Irish and still only spoke Spanish because of the community she lived in at the time. That was the progress that we made at that time.

However, I got into school, what they put me in was not a bilingual class, but a speech correction class. And I guess that was apropo for the time, of the thinking of that time. But we have fought this battle with bilingual education even before I got to Congress. In the State legislature, the Hispanic caucus there was very concerned about what was happening in bilingual education. And I can remember even before I got involved in the State legislature on the local level, bilingual education was a crucial issue.

It finally dawned on me why people that say bilingual education is bad. A lot of it stems from the fact that you make a class of teachers, a certain class of teachers, who have tenure and seniority over teachers who are there are a longer time. And that brings resentments. In fact teachers associations voted against bilingual education and that whole program.

But the fact is that there are students that do have language problems, not only in Spanish. The suit that was brought about that went to the Supreme Court and changed our attitude, the Federal Government's attitude about bilingual education. It was brought by a Chinese person, not a Hispanic. And because there are Chinese in our communities now today, especially in the area that I represent, we know many Chinese students that are great at overcoming language problems, because they have a lot of family support and they seem to achieve well.

And we think that those that we see that have achieved well are the measure of all, but that is not true. There are plenty of them that are having terrible times and need that bilingual instruction. And then we, last year in the reauthorization of bilingual education, did something. We expanded the percentages of experimental programs, that other programs could be brought in and used and everybody is looking for that perfect program. I am, too.

And I thought, you know, the most important thing is that a kid, during his learning process is able to understand, all right. And if he only speaks Spanish or Chinese or something else, he does not understand. So, if we recruit along the lines of the thinking of this bill, teachers who are bilingual themselves, not necessarily bilingual teachers as defined, have a leg up on everyone else. But just teachers of bilingual ability.

You mentioned the 9038 recommended credentials. You say 84 percent of them are white. That does very little to bring a teacher of bilingual experience into the classroom, so that if she is not a bilingual teacher, teaching a regular class, and that kid does not understand, she can explain to him in his language. And the other aspect of that is they can find and recruit lay people.

My daughter-in-law, was educated in University Ecuador, and then came here to college, and here is where she met my son and married and stayed. She teaches as a lay teacher in the school district in which her children are going to school. And it is very important because there are Hispanic kids out there. Now, that is not a bilingual teacher in those classes with Hispanic kids, but she is very fluent, reading and writing and speaking Spanish, and she is able to make those kids understand.

So maybe recruiting lay people along with teachers in those areas where there are heavy bilingual problems is maybe the answer to bilingual education. After saying that I would like your reaction, especially yours and Mr. Cardenas's to that.

Mr. CARDENAS. Well, I support what you are saying, and I may even share some of the experiences that you experienced as you were growing up, because those are the kinds of things that I went through, the learning of the language and so forth. Even though my parents were born in the United States, the fact is that we spoke Spanish at home.

I think the bill that is being proposed really addresses those concerns. I think you need to start working with youngsters at an early age, first of all, to start having them think of finishing high school and their education. And in the process perhaps is giving them an introduction toward some sort of career orientation, and hopefully teaching would be one of them, because I think the future really rests in those kids as they grow up.

As our population continues to grow and develop, I am speaking particularly about the Hispanic demographics, we need to start working with that younger population. First of all, we have to make darn sure that they finish high school, that we do not have that 20 percent dropout rate. And from then move them on into college and hopefully move them into college universities.

A program such as the one I have identified, the one that I addressed and answered for the Chairman, really does those kinds of things. If it really follows through, in that you work not only in recruiting but in the training and the development of current staff, hopefully the training and recruiting of new personnel will help not only the professional but also the non-professional who need to move through the ranks.

I support what you are saying, and I think this bill, at least the segment that I am interested in or excited about, tends to do that.

Mr. MARTINEZ. I agree. You know, I think the Chairman has come up with, I think someone else said it, as good a job as they could have done. I think he has done a remarkable job of addressing the real needs in trying to encourage, recruit and retain teachers, because that is where it is. You know, in the 9038, does the state university system track those to see how many stay in teaching after they are credentialed?

Mr. LEMOS. Yes, we are doing a number of things. I would like to, before I get into that, just kind of emphasize and piggyback on some of the things that you said that I think really bear emphasis. For example, you mentioned with respect to the Asians. There is this perception of the model minority student, and as you so rightfully point out, that is really not the case. I mean we are really, particularly with Southeast Asian student populations, finding out that there is a whole unique class of problems that we are totally unprepared to respond to with respect to our public school system.

Other things that are of real concern to me, I think, Mr. Hawkins, you referred to this, is that other countries, being bilingual is just something that is normal. Why with us, why is it a problem? Why is it the fact that a person knows, for example, Spanish and needs to know English? That should not be a problem. That should be a real opportunity for this person.

And I think what we are coming to see with respect to the bilingual issue is that it is a problem of perspective. Being bilingual, multi-lingual, we just do not look at it as an advantage. And I think that is a disadvantage with respect to us in terms of the world market. What we are doing in the State university system is right now, we are taking a serious look at things like re-instituting a foreign language requirement upon graduation. It is a thing of perspective.

Just because a person speaks a different language should not automatically be a negative. I think something else that you said that is very important is, it is not going to do us any good to have somebody that comes in knowing only Spanish. Then they learn English, but they have to contend. They do not know math. They do not know science. They do not know history. That does not do us any good. We do not need them to become additionally English illiterate. That is not going to help.

So there is a wide range of problems and as you point out, the teachers that are going into this environment, there are some really horrendous problems that they have to deal with. How does the university best prepare them?

Well, one of the things that we are doing, and I think Mr. Quigley has emphasized this, is that they have to be subject competent. The teachers, first of all, they have to know history, science, and math. So, we are really focusing on the academic program itself.

But then in the teacher education program, what we are trying to do—there is only so much you can do with respect to content. It is this perspective, the thing that culture is important, that it has a positive influence in art, music, and history. The fact that a teacher is becoming bilingual or competent, does not mean they are stooping to address the needs of the students. They are increasing their own competence and stature. And those are the kinds of things that we are trying to address.

And it is kind of a perspective, an attitude adjustment that we have to do. And I think the only way to attack it, there is no simple solution, I think we have to do it on a wide range of techniques, things like legislation that is being introduced, such as this bill. I mean, it keeps pounding in how important it is. And I think sooner or later, little but little, people get the message.

I think that we have done much, much better in the State University system particularly over the last eight years or so, but we really have a long way to go. I have been at the Chancellor's Office now a little bit over a year, and one of the fun parts of my job is going to hearings and trying to address equity and diversity issues and trying to be able to strike a balance between saying, "Hey, we know we are not doing very well; we know we need to do better, but once again, look at what we have done and we are putting our money where our mouth is. We are not just talking. Here are the programs that we have implemented. These are the monies, these are the personnel that we are putting into it. And we know the results are not what we want them yet, but we are going to continue to bang away at it."

So, we do not have a solution. What we are going to do is just continue to pour what we feel are appropriate resources into the problem with respect to supporting legislation that we feel is absolutely critical, with respect to the use of our own resources. I came from a business school, and I was taught when you want to see what is really happening in the organization, observe where they are putting their budget. And that is the measure that I use within the university system. When people are talking, I want to say, "Well, how much money are we putting into that program? How many students are we effecting? How many faculty are we effecting?"

And there is no easy solution. We are just going to keep banging away and chipping away at the problem.

Mr. **Anton**. If I may——

Chairman **Hawkins**. Mr. Anton.

Mr. **Anton**. Thank you. A couple of comments that I think, speaking for an urban school district, we have heard about the tremendously large, seemingly large number of teachers. In our school district, we usually, for the last eight to ten years have required 2000 new teachers every year. And while they may be graduating from the universities and the state college system, in an urban area it is difficult to attract them, even though lately we have pretty good salaries.

Of those 2000, I would say about 600 or 700 are under the emergency credential. They have a degree, but they have to get back into methodology. We would like, as we look at the purpose of this bill that focuses on minority youngsters and minority teachers, which generally are in the urban areas, that it is important that the teachers go where the kids are.

Second, tied in with the approach, methodology, and understanding of the subject matter is tremendously important, but in terms of bilingual education, there is a perspective that sometimes is not noticed by all. And it certainly is not necessarily only bilingual. In our African-American students, we euphemistically call non-standard English the rejection of what the youngster makes a class in terms of his language, whether he is an Asian, Hispanic speaker, or an African-American, that is the concern.

It is not so much that it is bad to have that language. It is just the perception that the youngster picks up from teachers who are not fully aware. And so we see, in this bill, in terms of the retraining portion, not only retraining in methodology, but certainly retraining in what is happening demographically, particularly in the United States, especially in California, because if a youngster is turned off psychologically and emotionally because of what he brings to the classroom, even the most skilled mathematician is not going to reach him.

So that is one aspect that we look for in terms of the cooperation and working under this bill and the ability to reach out and recruit in our very own elementary, junior and senior high schools to get our youngsters to get into teaching. I think it is important.

And so we see these kinds of aspects falling in. It is not just the matter of bilingualism, but I think the effect of not being purely standard English speaking for all of our youngsters is an element that needs to be considered. And I think retraining along those lines, at least to heighten the awareness of teachers who are not necessarily bilingual, but certainly could be fully aware about cultural method as to what lump of clay they have in the youngster and take it from there in terms of shaping it.

Mr. **Martinez**. Just one comment on that, you really hit it on the head. You know, that rejection actually causes these young people to go into a shell that causes them to drop out. And it is not just, like you say, proper structure of English. It is the teacher's perception of that child and what she allows even the other students to transmit to each other. And that is why the idea of somebody from a minority background who is sitting in that classroom came from that same background is going to understand that a lot better. And that is why you need to bring as many as you can into it.

And if you look at the demography, the Workforce 2000 indicates the change in the demographics of the workforce. That is really a change in demographics of the school membership, too. I agree with it.

Just if you would allow me one more. Mr. Quigley, you talked about setting one person up above the other and holding it over them. And I think you were referring to the part of the bill that requires recognition of the most outstanding teacher nation-wide, was that not it?

Mr. **Quigley**. Yes.

Mr. **Martinez**. Let me put it to you in a different light. You know, in all forms of endeavor, there are certain levels of championship until you become the world champ. Now, does that not in sight saying, "I want to be the world champ so I will compete at this level and get the championship there and there and there and there?" And there are certainly right now, and that is probably what prompted the Chairman to think of this, on certain levels teachers are being recognized all the time for—communities, Rotary clubs, Kiwannis clubs, they all recognize at a local level.

Now, what if, you know, they started all to think, you know, "We will groom and we will find someone who is really outstanding on this level and then we will see that that person is so good that we recommend them to a higher level, then to that national level of recognition." Rather than holding it over, it is something to attain, just like a fighter works to attain the world championship. That is the prize, but he has to go through a lot of state championships and a lot of North American championships and European championships before they get there. Have you ever thought of it in that light?

Mr. **Quigley**. Yeah, we have debated this a number of times, because I have been involved with a number of teacher recognition programs, including the Disney one and some of the others. My main comment really was that there are a number of good programs going on out there. It seems to me it would be useful for

Congress to reinforce the efforts of all of those groups rather than just singling out one.

Now, the one run by the Chiefs is excellent. It has national prominence. It has been going for 33 years. It is an excellent program. But there are other excellent programs. And it is a big country with a lot of people. And the more programs that get recognition, the better. So that is my major concern. There is also something about singling out—in some cases, some of these teachers are like Einsteins. I mean, they finally get the National awards. And the average teacher does not hope, you know, to compete with them.

And there are a lot of average teachers, ordinary people doing extraordinary things, very dedicated. So it seems to me that anything you can do to recognize a broad segment of teachers, the person who is not the greatest genius in the world, but they are doing a tremendously good job. And these people need to be held up, and the general public needs to see there are thousands of dedicated teachers doing good work out there. There is not just one or two a year.

And a lot of those need recognition. And I think so the more you give this kind of recognition the better, the more broadly spread the better, and also the more diverse the better.

Mr. **Martinez**. I agree with you, Mr. Quigley, but let me give you an example. I have met and talked to Jaime Escalante. Certainly in his area, he is probably one of the most qualified in that area. But I would not consider him on the level of Einstein. But certainly would you say that the recognition that he got for the school, for himself, was an asset or a liability?

Mr. **Quigley**. Oh, it is a definite asset. I mean, it enhances the image of the profession and I think it is excellent.

Mr. **Martinez**. Well, then wait. He was recognized in that manner nationally.

Chairman **Hawkins**. Could you yield on that point?

Mr. **Martinez**. Sure.

Chairman **Hawkins**. Where is he now incidentally?

Mr. **Quigley**. I think he is leaving, Bill?

Mr. **Anton**. He is still at Garfield High School and there was a flurry of activity relative to his leaving. Our latest conversations with Mr. Escalante indicates he is staying. Ms. Cassada, a board member, and myself are meeting with him Wednesday in order to do some of the things we are talking about that is also in the bill in terms of utilizing his talents, not only with students, but with teachers to be sure.

So that meeting will be in terms of how can we tap more into the Jaime Escalante pool of talent to spread it around? So there a lot of concerns about his leaving. I think that it would be a tremendous loss and we are doing everything we can to be sure that we do not lose him. He is still at Garfield, which is my alma mater.

Chairman **Hawkins**. I know there was some scuttlebutt surrounding the whole thing. The thing that worries me about recognition is who does the recognizing, that is the thing we need to give additional thought to even though we have it in the bill.

Individuals get recognized sometimes for various reasons. At the same time that Mr. Escalante was being recognized, it became a sort of a political issue in Washington and another unfit individual up in New Jersey was being recognized along with him. What was his name? Joe Clark, whose only contribution to education was that he imposed discipline in his school by a baseball bat.

Now, if any individual is going to be recognized because he parades around the school to get discipline, it has nothing to do with instruction in his classroom, then that is the fear that I have in these recognition programs, that sometime they degenerate into other things.

Now, this so-called individual in New Jersey was rewarded by being invited to Washington and offered a job in the Department of Education and ended up being sort of a star in a movie out in Hollywood by—what company was it—I would like to mention the company but I do not—no it was not MGM. Well, I will leave the company out but this individual, while everybody else was trying to get some instruction into the classroom and some sense in education, was rewarded by being given a contract in Hollywood because he knew how to handle a baseball bat in a classroom.

So, I hope that we are not setting up a recognition program of that type which is going to end up doing something of that nature.

Mr. **Martinez**. I agree with you, Mr. Chairman. The idea is that in that era of time, the person that is responsible for recognition sometime were more theatrical than they were essential to the core of the problem and correcting it.

But I do think that there is methods and ways of structuring it so that it becomes an attainable goal for everyone, not just the geniuses. And that we are really looking to recognize—and a lot of that is in the structure that you set up—people who do an outstanding job who change the direction of a group of people as Jaime Escalante did.

Mr. **Quigley**. Can I just very briefly——

Mr. **Martinez**. Okay, just before you do, let me add, you know, one of the things about the Jaime Escalante situation, was it not true that what he was trying to do was force the issue on the fact that he needs more support for the things he is trying to do there?

Mr. **Anton**. Right, and I think, you know, we Latinos have certain emotional strands, and I think he was somewhat also frustrated by some of the parents whose youngsters convinced them that some of the extra-curricular activities were equally important in their lives; and he felt that he was unsupported not only from the school district, but also from parents who felt that what he was doing was not as critically important in the youngsters' lives. You know, there was that kind of an element, too.

And then, of course, as was mentioned earlier, some teacher jealousy exists, totally unfounded, but those are the elements that get into that kind of situation.

Chairman **Hawkins**. Thank you. Mr. Quigley?

Mr. **Quigley**. This may sound self-serving, but I consult with the Disney Corporation in the development of their teacher recognition program. I would just like to characterize it because it is so different from some of the others.

There is a steering committee composed of representatives of all the major educational organizations, AFT, NEA, school board, school administrators and so forth. Each year, they do a national search and they recommend teachers out in the field that are doing extraordinary things. The criteria for the selection of the 30 teachers annually, is to show a portrait of the teaching profession, to show an adequate amount of minorities, teachers from indian reservations, from affluent suburbs, teachers of the handicapped, teachers of shop, of P.E, to teachers of math and so forth.

Once the selection process is gone through, each teacher is researched. The administrations are checked to see that they are real live people out there. And then Disney does a feature, a half hour documentary, introduced by Barbara Bush and a number of people from Washington and other figures, reminiscing about teachers that have had a tremendous impact on their lives. And then you show teachers today doing the same sort of thing.

Throughout the entire academic year, each of these teachers is shown on a regularly scheduled, seven minute program on the Disney channel. Some of it will soon be going to network. But it is a way of portraying the contributions to the teaching profession, the diversity of teachers, the diversity of responsibilities of socioeconomic groups and teaching methods and so forth that are done that enhances the profession.

It is not saying, "These are the best teachers." It is just saying that, "These are excellent people out there in the trenches doing wonderful things," and to reinforce what they are doing. And I think that is another approach. And the approach of having a teacher of the year, the finest teacher by certain standards is also useful.

My suggestion is, let 1000 flowers bloom. There are a number of good programs out there, an increasing number as you see on television with CBS, NBC and so forth. And it would be interesting, I think, to look at a way that the legislation could enhance the efforts of all of those groups rather than just singling out one. And I will be very happy to get together with some people from these various organizations and give you, as I mentioned before, a couple page concept paper on how that might be done.

Chairman **Hawkins**. Thank you. For the record, the Chair's remarks about some of the recognition programs that I thought were undesirable had nothing at all to do with the Disney recognition program. I am fully aware of it. I certainly commend it and actually I participated to some extent, a very limited extent, in the program. So, I certainly was not in anyway referring to that type of a program.

Mr. **Quigley**. I did not think you were.

Chairman **Hawkins**. Thank you, I just want to make that very clear. Thank you, gentlemen. I think you have been most helpful. We could stay here all the morning, but we have other panels. We certainly appreciate the time that you have taken, particularly with those of you who traveled from a distance. And we certainly have benefited from you. Thank you.

The second panel will consist of Doctor Stuart Gothold, Superintendent, Los Angeles County Office of Education, Doctor Delores Escobar, Dean, School of Education, San Jose State University, Mr. Rod Rodriguez, Councilman, Norwalk City Council and Doctor Lewis Solmon, Dean, the University of California at Los Angeles.

We will begin with Doctor Gothold, Superintendent, Los Angeles County Office of Education. Doctor Gothold, we are very glad to welcome you. This is not your first time before one of our committees and we certainly appreciate the manner in which you have cooperated with us.

STATEMENT OF STUART E. GOTHOLD, SUPERINTENDENT, LOS ANGELES COUNTY OFFICE OF EDUCATION

Mr. GOTHOLD. Thank you very much, Chairman Hawkins, Mr. Martinez. I am pleased to be here to lend my support to the concepts that are outlined in H.R. 4130. I will confine my summary to observations, suggestions and underscoring of need. But I want you to know that we reviewed an earlier draft, and I notice that there have been some changes. But the earlier draft, upon review from members of my staff, received strong support, because it bears on critical needs that are occurring in the school districts of Los Angeles County.

I should mention that with me today is Bill Chavez, who is our Director of Governmental Relations who coordinated the input from a number of members of my staff, and, as you know, we are a service agency responsible for serving the 95 school districts of Los Angeles County. Some of my comments will relate to the needs that exist in this County.

Earlier speakers have already mentioned that our student population is rapidly changing to non-English speaking, immigrant, and poor. Those numbers are increasing, and whatever is happening in California is happening to a greater degree in this County. For example, there are an estimated 752,000 students with limited English proficiency in California. About 44 percent of those students reside and are in the schools of Los Angeles County.

An earlier speaker from Los Angeles Unified mentioned 81 different language groups. There are 91 different languages spoken in our schools, 82 percent of which find Spanish as the primary home language. I mention this, because the State-wide demand for teachers who would be trained to work with limited English proficient students is estimated at 7500 students. The fact is that we are well below that now, and we have reason to believe that the trend is going in the opposite direction from a trend that would enable us to meet the need.

Chairman HAWKINS. Is that only in Los Angeles County?

Mr. GOTHOLD. That is State-wide, and if you take the earlier number, approximately 40 percent, 44 percent, would probably be found in Los Angeles County. So, it is a large and growing number.

Another area that has not been mentioned, I do not believe, is the area of special education. We have approximately 450,000 students in California in handicap education programs. That number is expected to grow at a rate of about 10 percent a year. While that is happening, we are continuing to experience a decline in enrollments in credential programs for special education teachers. So, while the need is increasing, the response is decreasing.

We have about an 18 percent decline in communication handicap credential application, 64 percent decline in clinical rehabilitative service credentials, which is the highly individualized kinds of programs. There are a lot of reasons for this. One of them is the advanced training required in some of the more specialized kinds of educational programs. And I will comment on that when I comment on a couple of the aspects of your proposal.

I should mention though, in support of one of the components, that about five years ago our State established what is called the APPLE Program, Assumption Program of Loans for Education, which provides for 500 teacher candidates with up to $8000 to pay off student loans for teaching three years in a shortage area. We have experienced a 97 retention rate among people who have applied for and received those loans. And, I think, this bears directly on one of the components of your legislation. And I think it says that where it has been tried, the concept works and should be supported.

I would like now just to briefly review four areas that are given more detail in my written remarks for your consideration. And I think they are not odds with any of the components. Rather, they should be considered and might even strengthen or broaden the components in some cases.

First, loan forgiveness, I would suggest, should be targeted to hard to staff schools. You have heard testimony earlier about needs. And I think we have two kinds of needs. We have needs in terms of teacher supply in some hard to staff areas because there are a shortage of trained teachers in such areas as bilingual education, special education, and I would add math and science.

The other kind of hard to staff area is a geography-kind of hard to staff—the urban area, the most difficult socio-economic neighborhoods. Given a choice, not many teachers will choose to go there and they are going to need to have some incentives. So loan forgiveness would be one approach to consider.

The second suggestion is in the area of promoting a career ladder for teacher aides to become teachers. That was alluded to on the first panel. We are doing this in a small way in our office through our collective bargaining agreements. We have found that there is a large interest among instructional aides to become teachers, specifically in the area of special education. I have seen the same thing in bilingual education classes as well, because you have people from the community who know the community but do not have the education. However, they certainly have the desire and need to build the skills.

Building a career ladder for teacher aides to become teachers, I think, would make a significant impact on the recruitment aspect of the goals of this legislation.

The third area is providing graduate student aid toward the fifth year of study for teacher candidates and teachers seeking specialized credentials. Most of the loan programs that I have seen, and particularly for teachers, stop at the fourth year. In California, we have a five-year requirement for credentials, and in some cases of specialized work, even beyond a fifth year. There is very limited student aid at the graduate level, and in some cases that is the critical year where youngsters who have a Bachelor's Degree and a major in an academic area have some options.

For example, if we are trying to attract minority youngsters into math and science, by the end of their fourth year they will have an academic major and minor, perhaps in that field, they will have a Bachelor's Degree. They are a very attractive commodity on the job market. And if they have a financial problem, I would suspect that we are going to lose them out of education for the wrong reasons. And I would urge you to consider expanding graduate student aid for a fifth year, a little unusual. I think it is risky, but I think it is important.

And finally, I would like to suggest that intermediate units, educational service agencies, be included as local agencies, educational agencies, as LEA's, for the purpose of this measure, particularly Titles II and III. We are a county office of education in California. We employ 1200 teachers ourselves to serve the most severely handicapped and youngsters who are wards of the Juvenile Court.

In addition, we have a large responsibility for teacher training and retraining through staff development programs. So, by function, we do many of the kinds of things that are alluded to in the bill. So, I would only suggest that the measure be reviewed with the idea of educational service agencies where they exist. They do not exist in every state, but where they exist that they be allowed to compete for some of the grant application funding that is mentioned, particularly in Titles II and III.

I will stop with that and respond to questions later. Thank you.

[The prepared statement of Stuart E. Gothold follows:]

Testimony before the
U.S. House of Representatives
Committee on Education & Labor
on the
"Twenty-First Century Teachers Act"
Saturday, March 3, 1990

I am Stuart Gothold, Superintendent of the Los Angeles County Office of Education.

The Los Angeles County Office of Education is the connecting link between local school districts and the California State Department of Education. The County Office is a regional service center where districts large and small receive the specialized assistance needed to serve their diverse clientele. From our headquarters at 9300 Imperial Highway in the city of Downey, the County Office operates programs throughout the 4,080 square miles of Los Angeles County. There are 95 school and community college districts within the county.

There are three major service delivery areas of the County Office: (1) programs directly affecting students, such as classes for children with exceptional needs, juveniles detained in homes and camps, students wishing to learn vocational skills, and students pursuing artistic endeavors; (2) special projects and federal and state financial assistance programs, which include Head Start and Migrant Education; and (3) business services, administration, and educational programs and services to school districts and other agencies.

Let me preface my remarks by conveying our enthusiasm for the direction of the "Twenty First Century Teachers Act." Based on our review of the draft that was forwarded to us prior to introduction, we have a number of observations and comments.

I. FEDERAL HELP IS NEEDED TO RECRUIT TEACHERS

We believe there is a clear need for expanded federal incentives in the area of teacher recruitment. First, because the federal government is best equipped to provide incentives given its role in higher education financial assistance. In 1988-89:

- State-supported student-aid programs provided only 9 percent ($217 million) of total.
- Federally-supported student-aid programs totaled 71 percent with:
  48 percent ($1.2 billion) in loans,
  23 percent ($548 million) in other federal aid programs.
- Postsecondary institutions provide the remaining 20 percent ($471 million).

Second, the federal government has a proven track record of success in using federal financial assistance as a means of promoting the recruitment and placement of educational and health professionals in underserved areas. The Teacher Corp, National Defense Student Loans, Public Health Shortage Area Programs, and National Health Service Corporation Scholarship Program have had measurable success.

Third, state activity to meet the demand for quality teachers has been limited. California has moved to increase beginning teacher salary, develop alternative pathways to teacher certification, streamline staff development, and establish its own version of Loan Forgiveness (A.P.L.E.) Program. However, these efforts are limited in scope and are not as focused as the proposal before us today.

II. PROJECTED TEACHER DEMANDS IN CALIFORNIA

Despite a renewed interest in the teaching profession by college students, California will have a shortage of elementary, secondary and specialized teachers for the foreseeable future.

California does not have a comprehensive method of calculating teacher demand. The data for making such projections lies with teacher training institutions, the State Teachers Retirement System, and the State Department of Education. I should also point out that projections are based on a number of changing assumptions.

The new teacher supply comes from primarily four sources:

1) newly credentialed teachers,
2) teachers from out-of-state,
3) emergency credentials, and
4) a reserve pool (persons credentialed not now teaching)

New credentials in 1986-87 totaled 11,999 with 4,461 single subject credentials and 7,538 multiple credentials. This is 7,000 more than the number that was credentialed in 1983-84 (4,030 total). Clearly, there is an increased number of credentials being issued in California.

Currently, teachers from out of state supply approximately 1,000 teachers each year. We have seen a slight decrease in out-of-state teachers over recent years. In 1983-84, the number of out-of-state teachers entering the California workforce was approximately 1,500.

Emergency credentials are issued to teachers in order to allow them to teach on a temporary basis without meeting full credential requirements. They are not a solution to our shortage problems. California has become increasingly reluctant to issue and permit teachers to work under emergency authorization. However, shortages of credentialed teachers will require issuance of emergency credentials for the foreseeable future.

The reserve pool is comprised of credentialed teachers who are not employed as teachers. In 1983-84, California had 167,000 teachers with valid teaching credentials. That number has increased over recent years. Of this number, 30 percent are available to return to teaching. The State Teachers' Retirement System has estimated that approximately 3,000 of these individuals return to teach annually.

We anticipate newly credentialed teachers, out-of-state teachers and teachers from the reserve pool will total 16,000 annually. However, we do have major problems with retention of new teachers. Data compiled by the State Teacher's Retirement System shows that over 65 percent of new teachers leave the teaching profession within the first two years of employment. That means of the 16,000 new teachers entering the workforce annually, 10,400 will not be teachers by the second year.

On the demand side, California's State Teachers' Retirement System estimates that approximately 6,000 teachers will retire next year. Similar numbers are expected to retire over the coming years.

The conservative projection for student enrollments is 170,000 per year over the next five years. Assuming a student teacher ratio of 29:1, new enrollment will require approximately 5,900 additional teachers.

The estimated demand for new teachers of 11,900 per year will exceed the supply of 10,400 by 1,400 teachers per year. Many would regard this as a conservative estimate that does not take into account regional and specialized credential shortages.

III. TEACHER SUPPLY PROBLEMS INVOLVE TRAINING TEACHERS THAT MEET THE NEEDS OF STUDENTS WITHIN THE SCHOOLS

California's student population is rapidly changing. Our state's students are increasingly non-English speaking, immigrant and poor.

There are an estimated 752,000 students with limited English proficiency (LEP) in California. Approximately 44 percent reside in Los Angeles County. L.A. County has over 90 different languages spoken with approximately 82 percent of the LEP pupils for whom Spanish is the primary language.

The estimated statewide demand for teachers trained to work with LEP pupils is estimated at 7,500 teachers. A substantial number of these teachers are needed in L.A. County.

Special education in California is serving approximately 454,000 students. The special education population is expected to grow at a rate of 10 percent per year. Growth continues while we are experiencing a decline in enrollments for special education credential programs. In 1987-88, we experienced a 23 percent decline in visually handicapped specialist credentials, an 18 percent decline in communication handicapped specialist credentials, and a 64 percent decline in clinical rehabilitative service credentials.

Growth will aggravate the existing special education credential shortage. As an example, our office has approximately 75 special education classes without permanent teachers. In addition, 14 percent of our positions are filled by teachers who are not fully credentialed. Many districts are experiencing similar difficulties. These shortages are particularly acute for teachers credentialed to work with handicapped LEP children.

It should be noted that five years ago, California established the A.P.L.E. Program (Assumption Program of Loans for Education) which provides 500 teacher candidates with up to $8,000 to pay off student loans for teaching three years in a teacher shortage area. Teachers in this program have retention rates at 97.5 percent after two years of instruction. Many of the participants have chosen to become bilingual and special education teachers.

Another major problem stems from a teaching pool that does not reflect the students that are in the schools. The following table shows that in 1987-88 over 70 percent of the teachers in L.A. County were white, while only 28.9 percent of the students were white. In 1987-88, 9.4 percent of the teachers in L.A. County were Hispanic, while 46.7 percent of the students were Hispanic.

Los Angeles County
1987-88 Ethnic/Racial Distribution of Teachers to Students

Ethnic Group	% of Students	% of Teachers
White	28.9	70.7
Hispanic	46.7	9.4
Black	13.8	12.8
Asian, Pacific Islander	8.6	5.6
Filipino	1.8	.8
American Indian	.3	.7

There are many benefits to having a teaching force that reflects the student population. Teachers from similar backgrounds are able to serve as role models for students and generally have better cultural and linguistic understanding of students.

IV. SUGGESTIONS FOR THE PROPOSED MEASURE

Based on our review of the draft of your proposal, we have the following suggestions:

1) Loan forgiveness should be targeted to hard-to-staff schools. The problem is both one of teacher supply and teacher distribution. Some schools have difficulty finding teachers. This is due to variations in salaries, working conditions, etc. Schools with a high percentage of minority students located in minority neighborhoods have greater difficulty attracting and retaining teachers.

2) Promote a career ladder for teacher aides to become teachers. In 1988, there were 21,645 instructional aides assisting in classrooms with LEP students. In many cases, the aide is the only person in the classroom who speaks the student's language. A recent "Report to the State Superintendent from the SDE Task Force on Select LEP Issues" estimates that 25 percent of instructional aides could become credentialed teachers within the next five years. However, they will need assistance with college fees and a work schedule that is compatible with attending college. Loan forgiveness provisions for part-time students who are instructional aides would help to address teacher shortages.

3) Provide graduate student aid for the fifth year of study for teacher candidates and teachers seeking specialized credentials. However, student aid is very limited at the graduate level. In California, teachers must complete a fifth year of graduate instruction and student teaching. In addition, fully credentialed teachers must complete an additional graduate year of instruction to receive special education or other specialized credentials in California. Loan forgiveness provisions in the measure should be extended to cover graduate costs associated with acquiring teaching and other specialized credentials.

4) County offices of education should be included as local educational agencies for purposes of this measure. County offices in California are responsible for serving students with special needs. The Los Angeles County Office of Education currently provides instruction for:
    - 7,500 juvenile court students,
    - 28,000 high school and adult students in Regional Occupational Programs,
    - 400 students in the countywide specialized arts high school, and
    - 4,000 special education students.

    County offices should be eligible for placement of teachers eligible for loan forgiveness and as potential sites for "professional development centers."

* * * * *

Chairman HAWKINS. Mr. Rod Rodriguez, Councilman. Councilman Rodriguez, we welcome you.

STATEMENT OF ROD RODRIGUEZ, COUNCILMAN, NORWALK CITY COUNCIL

Mr. RODRIGUEZ. Thank you, Mr. Chairman and Mr. Martinez. As an eight-year member of the Norwalk City Council, twice mayor and as the incoming President for the Hispanic elected local officials with the National League of Cities, and as a member of the steering committee for human development with the National League of Cities, and as Chairman of Employee Relations for the League of California Cities it gives me great pleasure to be able to be here on their behalf, but most importantly, to address our issue in our community which I am sure relates to those issues that are being spelled out here at the state and I am sure at the National level.

I think you will find that they relate to the 65 percent of our student population in Norwalk, a city of almost 100,000, is of minority origin. More than 22 percent of the students attending our schools have limited English speaking abilities. The drop-out rate of students in our community is 29 percent, almost one-third of our student population. Our local school districts are experiencing a 40 percent shortage of bilingual teachers.

Our local school districts are also experiencing an extreme shortage of math and science teachers at the secondary level. Our educational system currently lacks proper incentives to retain qualified teachers and administrators. This, gentlemen, is some of the highlights as to the things that are happening in my city which I am sure are true of many other cities throughout this country of ours. And my only question is, why has it taken so long and why are we not doing more?

Gentlemen, we are just addressing the tip of the iceberg. We have a tremendous problem out there. We need your help. Thank you.

[The prepared statement of Rod Rodriguez follows:]

City of NORWALK

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Rod Rodriguez

March 3, 1990

Honorable Chairman and Members of the Committee:

Good morning. I thank you for providing me with this opportunity to appear before you today to offer my testimony in support of the Twenty-First Century Teachers Act.

Of the many pressing issues facing our great nation today, I believe that none are of as great a concern as the future of our educational system. Education is the most important thing we have to offer the citizens of our communities, states, and nation.

Many cities in the United States, including Norwalk, are now devoting considerable local resources to solve the growing problems of drugs and gangs. Norwalk alone is spending over $300,000 in the current fiscal year to discourage gang involvement and to provide alternatives to their destructive activity, which includes drugs, graffiti, vandalism, burglary, truancy and violence.

Although our City is doing all it can through the judicial system to solve the gang problem, I strongly believe that education, not law enforcement is the key to addressing a long-term solution to these nationwide problems.

The key educational issues facing our community today include:

- 65 percent of our student population is of minority origin
- More than 22 percent of the students attending Norwalk schools have limited English speaking abilities
- The dropout rate of students in our community is 29percent - almost one third of our student population
- Our local school districts are experiencing a 40 percent shortage of bilingual teachers
- Our local school districts are also experiencing an extreme shortage of math and science teachers at the secondary level. Extensive recruitment efforts have proven unsuccessful
- Our educational system currently lacks proper incentives to retain qualified teachers and administrations
- Schools lack the resources and funds to provide teachers with much needed in-service training.

Honorable Chairman and Committee Members, it all ties together. These staggering statistics directly relate to our gang and drug problem. When our youngsters can't make it in our educational system and statistics across the nation are proving that they can't, they find other ways to occupy their time.

When our statistics show us that 29 percent of our students are dropping out and our law enforcement is telling us that we have 11 known gangs in our community with over 2,000 members, I know the two relate.

The role of the teacher has changed dramatically since the inception of our school system. The traditional American family, as we once knew it, is nearing extinction. Many of our students come from families in which both parents work full-time outside of the home, from single parent families, or dysfunctional families where there is little or no parental support.

Teachers of today are expected to pick up where the family leaves off, to be not only an educator, but also mentor and counsellor to their students (and might I add, our leaders of tomorrow), without the resources or financial incentives to do so.

We live in a global society. To compete, our educational system must encourage students to build on their first language skills in addition to mastering the English language. Unfortunately, our society has not typically valued the need for a second language. Students entering our schools with second language skills are often so mainstreamed into learning and mastering the English language that they lose their first language abilities.

One of my primary objectives as an elected official is to improve the educational system in our country. To this end, I am actively involved in local, state, and national organizations whose agendas focus on education.

These organizations and my affiliation to them currently include:

- National League of Cities Human Development Steering Committee-Member
- League of California Cities Employee Relations Policy Committee-Chairman
- Hispanic Elected Local Officials caucus of the National League of Cities-Incoming President
- California Contract Cities Association-Past President.

I believe that the passage of the Twenty-First Century Teachers Act will be a giant step in the right direction of addressing the problems I have just outlined.

Speaking for a community with a large minority population, I believe that the passage of the Twenty-First Century Teachers Act will be a giant step in the right direction of addressing some of the major problems facing our educational system today.

Chairman HAWKINS. Thank you. Doctor Dolores Escobar, Dean, School of Education, San Jose State University. Doctor Escobar, we welcome you.

STATEMENT OF DR. DOLORES ESCOBAR, DEAN, SCHOOL OF EDUCATION, SAN JOSE STATE UNIVERSITY

Ms. ESCOBAR. Thank you. Thank you, Mr. Chairman and Mr. Martinez, members of the committee. I am pleased to be here this morning to address you about issues, ideas and concerns about the teacher project, the Teachers Act of the Twenty-First Century.

But today I speak as a member of the Board of Directors of the American Association of Colleges for Teacher Education. The AACTE represents 720 schools and departments of education throughout the Nation. First I would like to commend you for your initiative in developing this legislation. It is significant, we feel, in its focus, its design and its level of support.

We feel, and have long felt, that we need to recruit more minorities into teaching. I would like to speak about a few issues that might illustrate issues and concerns on my campus. I am one of the 20 campuses in the CSU system that Doctor Lemos spoke of. By way of illustration, we have 20,700 full time equivalent students at San Jose State University. At my own school, we have 1300 full time equivalent students which, well, it factors out to about 7000 part time students. About 65 percent of our students are part time, and in great need of financial aid, I might add.

Some of the other aspects of the bill which will affect schools of education throughout the Nation have been identified at our discussions in Chicago at the Board of Directors meeting for AACTE. We hope that we will be able to contribute to your goal of developing a racially and ethnically balanced teaching population. We feel this is essential, because minority students, who are in many cases the majority of the school population, need minority teachers in order to have the kinds of aspirations, the kinds of expectations for careers in an increasingly technological society.

We feel that minority teachers are able to more effectively communicate with youngsters and equally important, they are able to help non-minority teachers, which as you have already heard are about 85 percent of the teaching force. Minority teachers can help non-minority teachers learn how to communicate and instruct their students more effectively.

We know that the problem is acute. We are facing a shortage of minority teachers that is growing. In my own school, we have had decreases of minority students entering teaching. It is very clear that when students leave their four-year Bachelor's degree programs, they often have industry offers that offer them much more in terms of income than a teaching career.

I note that in Santa Clara County the average teacher's salary is about $23,000 a year. Now, we are in the heart of Silicon Valley. You can understand why these math, science and English majors have an opportunity to become other kinds—choose other careers other than teaching. We expect that our teaching force, the minority teacher force will shrink. For example, in the booklet that I brought you that is published by AACTE, it is called "Recruiting

Minority Teachers," a study showed that more minority teachers are scheduled to retire than non-minority teachers. Black and Hispanic teachers will retire at a rate of 57 percent—excuse me, 37 percent while white teachers are projected to retire at a rate of 30 percent. And we do not have people coming up to take their place.

Your legislation represents a kind of action that is needed to fill the gap that will occur when these teachers retire. I would like to speak most to Titles II and III of the legislation because they deal with issues that are particularly important to schools of education.

A.A.C.T.E. is particularly pleased with the legislation's recognition that schools, colleges and departments of education have an important role in both recruiting and preparing minority teachers. We have long been aware of the need to increase the number. My own school is implementing—that is San Jose State University, is implementing one of the teacher diversity projects that Doctor Lemos spoke of.

We currently enroll 24 minority para-professionals, teacher aides, who will and have entered the teacher certification program. This is a direct collaboration with community colleges in the Santa Clara Valley. We had 64 applicants but could only fund 24. The project, our project, as do most of the projects across the Nation, and some that are outlined in that publication, involve close collaboration with community colleges, high schools, school districts and other disciplines in the university.

I might say here that I was a director of Title VII, a bilingual teacher education project, for 12 years. I found that that was the richest teacher diversity recruitment mechanism that I have ever experienced. We, at the present time at San Jose State, also have a Title VII bilingual program. We have 65 bilingual Spanish teacher candidates. We have 14 Vietnamese and 6 Portuguese in the program.

We are particularly pleased at AACTE about the notion of articulation with community colleges. However, I would point out to the committee that these collaborative efforts involve a great deal in terms of time, cost and energy. We, in our modest program at San Jose State, have had numerous interviews, communications, travels, orientation sessions and just getting to trust people—people beginning to trust one another at the various levels to set up vehicles for articulation, extremely important.

I urge you to modify Title II to allow awards for two-year and four-year institutions that are in the process of building joint programs. The purpose of the legislation should be to encourage the establishment of these joint programs, not solely to reward those that already have them in place.

The attention to institutions of higher learning with large proportions of Hispanic students is appropriate. However, setting a percentage of say 25 percent may exclude needy institutions that need to build these relationships. The purpose that you want to think about or the issue you want to think about is the drop-out rate and the extent to which blacks and Hispanics particularly are not eligible to enter either the CSU system or the UC system. And, therefore, we want to make sure to make provisions to enable those students to develop the skills and competencies that will enable them to pass the tests to enter the institutions of higher learning or the four-year institutions.

We appreciate at AACTE the need to target limited resources to institutions with significant numbers of minorities but urge you to allow, as stated, funding priority not to become a mandate. It is equally important that we need to—that these institutions with lower numbers of minority students be able to design programs that will bring in more minority students.

I want to focus now briefly on the professional development academies described in Title II. We feel it is an important one because the model you present is a model that includes partnerships between institutions of higher learning and the local education agencies.

We believe, however, that the academies must be carefully conceptualized and delineated. I would propose that you look at the model that my colleagues in Florida have developed. In reality, the academy is a series of programs that are requested by school districts and implemented from schools of education. They, in Florida, feel that this structure maximizes the use of funds for programs which support first-year teachers and services for credentialed teachers.

It, in essence, minimizes the need to establish a number of different facilities, each having to have libraries, computer labs, and so forth. But this structure in Florida has been in operation for five years and they seem to have some important findings come out of that type of structure.

Lastly, I would like you to think about the character itself of the professional development academies. We are seeing tremendous numbers of reform, restructuring of schools, building new kinds of governance within schools, and schools of choice. A lot of things are happening. And for this reason, I would urge you to think about the academy as an opportunity to build new types of school cultures and climates and settings, where students of all ethnic, racial and linguistic backgrounds can succeed.

School site management will mean teachers and administrators who can think critically and who can have informed judgments and engage in problem solving. It would seem to me that faculties of schools of education and school district personnel should bring theory and practice together as they develop the relevant curriculum, the effective teaching methods and particularly accurate student assessment techniques which seems to be another huge movement in the field of education, assessment of students, teachers and administrators.

In conclusion, I would like to say that I have appreciated the opportunity to speak here before this committee this morning and personally, I would say that I am, myself, a member of a group that needed financial assistance to complete school. When I graduated from Fremont High School, I was given a P.T.A. scholarship for four years and for that I had to pledge that I would teach for four years, and this is my twenty-ninth year.

Thank you very much.

Chairman **Hawkins**. Doctor Escobar, thank you.

[The prepared statement of Dr. Dolores Escobar follows:]

Testimony Presented

to the

Committee on Education and Labor
United States House of Representatives

on behalf of

THE AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION

by

Dr. Dolores A. Escobar
Dean, School of Education
San Jose State University
San Jose, California

March 3, 1990

Mr. Chairman, members of the Committee, I am pleased to appear before you this morning with regard to the Teacher Training Act of 1990. I serve as a member of the Board of Directors of the American Association of Colleges for Teacher Education and speak today as a representative of AACTE and its 720 member schools, colleges and departments of education.

Let me begin by commending you for your initiative in developing this legislation. It is significant in its focus, design and level of support; I am impressed by the forthright way you have identified the problems of recruiting minorities into teaching careers. The call for more minority teachers, who are currently underrepresented in the profession, reflects several important needs. Minority students, who in many school districts are in the majority, need role models to enhance their aspirations and expectations for lifetime careers. Minority teachers bring with them an inherent understanding of the background, attitudes, language and experiences of students from culturally and racially different groups. They are able to communicate effectively with these youngsters, and equally important, they can help non-minority teachers learn to communicate and instruct their students more effectively.

An equally important goal is to develop a racially and ethnically balanced teaching population, one that more accurately reflects the populations we serve. A teaching force that reflects the community at large can foster greater cross-cultural understanding and awareness.

The problem is accute. We are facing a growing shortage of minority teachers. A greater proportion (37%) of Black and Hispanic teachers have 20 or more years experience as compared to White teachers (30%). Therefore, the minority teaching force can be expected to shrink even more if we do not increase the number of minority teachers entering the profession. It is unlikely that the nation's few remaining minority teachers will be replaced unless dramatic action is taken to encourage minority recruitment and retention. Mr. Chairman, your legislation represents this kind of action. In the limited time available, I will direct my comments to Titles II and III of the legislation.

AACTE is particularly pleased with the legislation's recognition that schools, colleges and departments of education have an important role to play in both recruiting and preparing minority students for teaching careers. We have long been aware of both the need and the shrinking number of minority teachers. Many universities and colleges have initiated projects designed to recruit and retain underrepresented teacher candidates. A recent AACTE publication, Recruiting Minority Teachers, presents strategies for enlarging the number of minority students in our programs. At my own campus, San Jose State University, we are implementing a "Teacher Diversity Project" which currently enrolls twenty-four minority paraprofessionals in a teacher certification program. We had sixty-four applicants but could fund only twenty-four. The project, as do most across the nation, involves close collaboration with community colleges, high schools, school districts and other disciplines within the University.

We are pleased that the notion of articulation between community colleges and four-year institutions is among the activities that would be supported through Title II of the bill. However, collaborative activities such as those proposed in the legislation and those illustrated in AACTE's minority recruitment guide are not without cost in time and materials. Our modest program at San Jose State University has involved numerous meetings, interviews, communications, travel, orientation sessions, etc.. I urge you to modify Title II to allow awards for two-year and four-year institutions that are in the process of building joint programs. The purpose of the legislation should be to encourage the establishment of these joint programs, not solely to reward those who already have them in place.

The attention to institutions of higher learning with large proportions of Hispanic students is appropriate, however setting an enrollment percentage at 25% may exclude needy institutions. Drop-out rates from high school, particularly of Black and Hispanic students, are 50% or higher in some school districts. The percentage of these students entering colleges and universities has not increased. We appreciate the need to target limited resources to institutions with significant numbers of minority enrollees, but urge you not to allow a stated funding priority to become a mandate. It is equally important that institutions with modest minority enrollments design and implement minority recruitment programs.

The concept of professional development academies, as described in Title II of the bill is an important one. We are pleased that the model you propose is one that involves a partnership between institutions of higher learning (IHE) and local education agencies (LEA). We believe such a model strengthens both the IHE and the LEA. It is important, however, that both the role and function of professional development academies be carefully conceptualized and delineated. A number of models might be explored. For example, in speaking with my colleagues in Florida, I learned that their academy (Teacher Center) is in reality, a variety of programs requested by the school districts and implemented from the School of Education. They feel this structure maximizes use of funds for programs which support first year teachers and services for credentialed teachers. Libraries, computer laboratories, staff, physical facilities, and administrative personnel are not duplicated at various sites. I recommend a careful study of the Florida Teacher Center structure which has been in operation for at least five years.

Equally important, I would urge you to think about the character of the professional development academies. Reform in education necessitates building new school cultures, climates, and settings where students of all ethnic, racial, and linguistic backgrounds can succeed. School site management, restructuring, etc., calls for teachers and administrators who can think critically, make informed judgments, and work with the community to solve local problems.

Ideally, the professional development academy should include in its mission the promotion of serious inquiry, research, and school improvement. Faculties of schools of education and school district personnel should bring theory and practice together as they develop relevant curriculum, effective teaching methods and accurate student assessment techniques.

Mr. Chairman and members of the Committee, in conclusion I want to say that I have appreciated the opportunity to appear at this hearing and will be happy to answer any questions. On a personal note, I have been a recipient of financial assistance without which I could not have completed my education. I received a four-year PTA Scholarship which enabled me to attend UCLA. In return, I had to pledge that I would teach for four years. This is my twenty-ninth year in the profession.

DAE:mrr

Chairman **Hawkins**. Doctor Solmon, Dean, the University of California at Los Angeles Graduate School. Doctor Solmon?

STATEMENT OF DR. LEWIS SOLMON, DEAN, UNIVERSITY OF CALIFORNIA AT LOS ANGELES GRADUATE SCHOOL

Mr. **Solmon**. I am very happy to be with you and Mr. Martinez today. I bring you greetings from my colleagues at UCLA where you have been such a good friend over the years.

Chairman **Hawkins**. Thank you.

Mr. **Solmon**. I read the proposed bill for the Twenty-First Century Teachers' Act with great interest. And I must say that it closely parallels some of the needs we, at UCLA, have identified and the directions we have been taking at our graduate school of education which, as you know, is one of the Nation's most prestigious public graduate schools of education.

As an economist from the University of Chicago, I have been studying the school reform movement with great interest. And so far as a state and as a nation, we have been more willing to have summits than to invest funds. Businesses have been more willing to propose partnerships than pay for them. I might just add parenthetically, if we took all the money that has been spent on all the summit meetings in the last two or three years, I think we could fund your bill more than it will get funded. We have spent just way too much money on summits and way too little money on education.

This bill would make the Nation put its money where its mouth has been. The bill would make additional funds available to do what we at UCLA have been attempting to initiate and I believe that all the restructuring in the world and all the unrestricted money thrown at education will not have any effect unless the people in the classrooms are the absolutely best we can be.

Once, in the past, the education profession inherited roughly 25 percent of the Nation's most qualified people. I have said in other forums that the women's lib movement has been great for everything but basically, served to destroy education, because in the past, women who wanted careers could go into education or nursing. If they did not like blood they became teachers and we had a monopoly on many of the best minds in the Nation.

Well, unfortunately for education but fortunately for everybody else that does not happen any more. Since the women's movement, women have found other options and we no longer have the exclusive rights to their talent. I believe that is one of the main problems in recruiting teachers. Quantity is a problem particulary attracting ample numbers of minority teachers. And in part, I think part of the reason for that is there is great competition. The medical schools, the law schools, the business schools also want to open their doors, and they can offer much higher salaries when they go out the other end.

But quality is as important. And again, that competition from other professions and from business itself, I believe, is a short-term view. And what you are trying to do in this bill is make the Nation take a longer term perspective.

The challenge is attracting talented undergraduates to our profession. And, therefore, at UCLA we have made minority student aid our priority, student fellowships and scholarships. As the state's demographics change, so must the pool of talent be diversified. And you have heard the reasons for that today.

I must say that in the last eighteen months with a lot of effort, we raised at UCLA approximately $300,000 in private money for minority fellowship education and that probably allows us to deal with five percent of the people who would be eligible at UCLA. We have hired a minority student recruitment officer and we have aligned ourselves with groups like the California Association for Bilingual Education and the Hundred Black Men of Los Angeles to help us with our recruitment efforts, but it is a very difficult task and this bill will help.

The students arrive at their fifth year already burdened with loans from undergraduate education and concerned about the income they are giving up. I would like to underline the point, and this is maybe specific to California, but it is one that has irked me and hindered our efforts for many years, credentialed students, people who have got a Bachelor's degree in California and want to train for teaching are neither undergraduates nor graduate students in California. They are not undergraduates. They already have a Bachelor's degree and so they are not qualified for undergraduate financial aid. They are not graduate students because they are not seeking a Master's or a Doctorate, so they do not qualify for graduate student aid. They are neither fish nor fowl, but they are poor.

And so what this bill will do, as I understand it, it will for the first time, allow fifth year students in California to qualify for public aid. Now, we have been able to raise some private money because people are so appalled by the circumstance, but there is no where near enough. Loans that can be forgiven for years of service again replicate many of the programs of earlier times and I think they would allow students, qualified students to continue their fifth year but I hope that the bill does not say, "If you get this kind of aid, you are disqualified from other aid." I would hope that some universities would be able to add to your package other kinds of scholarship aid which would further sweeten the pot when we are competing with the MBA schools and the law schools and the medical schools.

I must say that the five-year forgiveness policy is consistent with what I have tried to develop. I call it the Peace Corps model at UCLA. What we want to do is, we want to bring students into our programs, send them out to the schools and say, "If you teach for five years, we presume that you are going to like it so much you are going to spend a lifetime, but you do not really have to do that. We do not want you to feel that in order to enter our fifth year teaching program you have made a lifetime commitment. We hope you will. We hope you like it. We hope the conditions will be satisfying enough and salary, but what we say is, like the Peace Corps, make your commitment, serve society and if you have done it for awhile and we can get enough people coming in year after year, I think we will go a long way towards solving some of our problems."

I would like to say that if salaries in teaching are low, and I think the evidence shows that even though many of us advocate more pay for teachers, particularly more pay for better teachers, for the best teachers, we will never be able to get the amount of money to make the salary schedule in education equal to the salary scale of lawyers or MBA's or whatever.

However, as an economist it is very apparent to me that if we want to balance the rates of return among professions, a much easier way is to make sure the costs of obtaining the training are as low as possible. And again, your bill does that. If we cannot raise the return, if we lower the cost, the rate of return can move closer to equality.

I would also like to comment on several other aspects of the bill. Your idea of trying to encourage transferring from a two-year college to a four-year college is really in some sense a financial aid bill as well, because people will not have to forego the earnings if they spend their first two years in a community college but if they then can progress to the four-year colleges and go beyond that to teaching, they will have saved the extra cost of the first two years.

At UCLA we have developed the transfer alliance program whereby students who take a particular curriculum at a two-year college and achieve a certain standing are guaranteed admission to UCLA. And we are very proud of that and we would like to expand it. And your bill will help us do that. Similarly, we have a great need for bilingual teachers. I was at the California Association for Bilingual Education conference several weeks ago in San Francisco and was with 6000 bilingual teachers. I said, "Why can we not find more?" And the answer was, "All the ones that are bilingual teachers have already got jobs and have got two other offers." We need many, many more.

I also encourage your recognition of the importance and difficulty of recruitment of people into teaching, again due to pay differentials. Very difficult, and again we have made significant efforts in that area. We need partnerships with business but I must say that business has to do more than talk about them. With some exceptions, businesses are not contributing as much to education as much of the publicity would lead us to believe.

Our efforts at UCLA have paralleled what you have proposed, financial aid, minority recruitment, programs for better and more extensive teacher training, annual recognition award ceremonies and other deliberate efforts to raise the consciousness of undergraduates towards teaching and the status of the classroom teacher. For the first time in my memory, the priority of our school is moving not from basic research, but to add to basic research problems of application to the schools.

As you know, teacher training is only a small part of UC's educational activities due to the master plan's allocation of the primary amount of teacher training to the Cal State system, but I have tried very hard to expand our programs. In the last five years, we have gone from 70 teacher trainees a year to 200. But we basically bootlegged that because of the shortage of funds. And again, your bill will help.

We attempt to develop model programs. Hopefully, they can be adopted more broadly. I commend you and your colleagues on your bill and if our faculty or I can be of any help as the bill goes forward, we would be willing and enthusiastic in being there for you. It is very important that education school faculties get more involved in solving the problems of education.

[The prepared statement of Dr. Lewis Solmon follows:]

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Lewis C. Solmon, Dean of the Graduate School of Education at UCLA.

I have read the proposed bill for the "Twenty-First Century Teachers Act" which closely parallels the directions we have been taking at GSE, one of the nation's most prestigious public graduate schools of education. As an economist from the University of Chicago, I have studied the school reform movements with interest; so far we as a state and as a nation have been more willing to have summits than to invest funds. This bill would make additional funds available to do what we as a school have been attempting to initiate.

Once the education profession inherited roughly 25 per cent of the nation's most qualified people -- the half of the women who did not want to go into nursing. Since the women's movement, they have found other options. We no longer have an exclusive right to their talents. Truly the answer to better schools is better teachers.

The challenge is attracting talented undergraduates to the profession. Therefore, at UCLA we have made student aid our priority -- and student fellowships and scholarships for minorities our top priority. As the state's demographics change, so must the pool of talent be diversified. In the last 18 months, we have raised approximately $300,000 for minority fellowships for education, we have hired a minority student recruitment officer, and we have aligned ourselves with groups like CABE (California Assoc. for Bilingual Education) and the 100 Black Men of Los Angeles for help with our recruitment efforts.

These students arrive at their fifth year already burdened with loans and concerned about foregone income. Loans that can be forgiven for years of service, like the ones we had in the 1960's, would allow them the freedom to continue their fifth year and, I hope, not disqualify them for other financial aid from the schools -- therefore increasing the incentives packages, which would also be enhanced by your proposed teacher recognition plan.

Basically our efforts have paralleled what you have proposed: financial aid, minority recruitment, programs for better and more extensive teacher training, an annual recognition awards ceremoney and other deliberate efforts to raise the consciousness of undergraduates and the status of the classroom teacher. For the first time in my memory, our priority is not basic rssearch, but applied research. Teacher training is only a small part of the state's Master Plan for UC, but I have made it more.

Chairman **Hawkins**. Well, thank you. Thank you. I appreciate those comments. Incidently, while visiting UCLA quite recently I had a discussion with Doctor Astin.

Mr. **Solmon**. Yes, I know.

Chairman **Hawkins**. And I was surprised that among minorities, there was a very low retention rate. So it seems to me that we are not only having the problems of getting minorities into universities and colleges and getting them into education, we also have the problem of trying to retain them. And we have another bill to try to do something on that as well.

Mr. **Solmon**. Good.

Chairman **Hawkins**. Doctor Gothold, I have agreed with you. I think you made the suggestion that funds for the fifth year of credentialing should also be included. My understanding is from the staff that checked on it, that that is already in this particular version, is it not?

Mr. **Gothold**. Fifth year?

Chairman **Hawkins**. Fifth, that it is in that version, so I think we are thinking alike——

Mr. **Gothold**. Great.

Chairman **Hawkins**. [continuing] in that regard. Some of the other suggestions I certainly recognize and I think they are very, very desirable. It goes to say that you cannot think of everything. That is why we have expert witnesses before the committee. Mr. Rodriguez, I do not know why we waited so long. I quite agree with you and certainly as one who has been in public life for a long time, I have become rather impatient, too.

Mr. **Rodriguez**. For eight years being involved with the Hispanic caucus for the National League of Cities, the number one item year to year on our agenda is the illiteracy and drop-out rate at the National level. And so over the last eight years being involved with that aspect of education concerns me. It really does and it certainly frustrates me. I commend you for this legislation on that.

Chairman **Hawkins**. Well, some of the things I hear today, I heard 50 fifty years ago.

Mr. **Rodriguez**. That is right.

Chairman **Hawkins**. Absolutely.

Mr. **Rodriguez**. And I was born and raised in Norwalk. The city went from a town of less than 3000 to almost 100,000 today. And believe me, back then we did not have the problems we have today. The teachers were more responsive. The whole system was there for the student. Today, because of the lack of funds, bottom line, lack of funds.

Chairman **Hawkins**. Well, that keeps coming up and we have had hearings on that in another context. I think the impression is that we are spending lavishly on education today and we do not need to spend any additional amount. Unfortunately, that thinking, I think, goes throughout the country and I see one of the groups you represent is the National League of Cities.

Mr. **Rodriguez**. Well, that caucus, that Hispanic caucus is part of the NLC as well as being on a steering committee.

Chairman **Hawkins**. Well, I just wonder what some of these groups are doing because, in my opinion, they are going to be the main sufferers, particularly in the establishment of goals. We speak today, everybody is supposed to be for goals. The governors, 50 governors, have already committed themselves, I assume, for goals.

Mr. SOLMON. It is cheap to establish goals.

Mr. RODRIGUEZ. Would you believe that the last two or three years we have tried to get people from both our State Superintendent's office to the Secretary of Education to provide us with at least some input and it is like pulling teeth trying to get anything out of them.

Chairman HAWKINS. Well, by law which we legislated in 1988 under the School Improvement Act, the Secretary is required to provide that technical assistance and to answer you in—I think it is within 60 days, a very limited number of days, any inquiry.

Mr. RODRIGUEZ. Somebody ought to tell him.

Chairman HAWKINS. Well, someone should tell you that the law requires it. Then if you make the request and do not get it, let us know. Then we will have some documentation. But it really is a violation of the law and my experience with some of the governors on their way to the summit, they did not even know that we had passed a bill two years ago requiring some of these things to be done.

Mr. RODRIGUEZ. Not unusual.

Chairman HAWKINS. And I think that the lack of outreach, if I may say so, in the Department of Education in not informing school districts and others in the field of education of some of the new requirements in the law itself is that, as a nation, at least through the Department of Education, we are not committed to do such things. And that is the big difference that we are trying to avoid for purposes of deficit reduction, spending any money on other issues other than reducing the deficit.

Mr. SOLMON. The financial deficit rather than the education——

Chairman HAWKINS. The financial deficit, not the education deficit definitely. And that seems to be the commitment. Now, I hate to keep referring to other countries, but very few countries that we have visited officially take this position. And certainly some of them take the position that to stay ahead, they are going to spend as much as is necessary and make whatever sacrifice as necessary to be at the very top in the technological race in which we are now involved.

Mr. RODRIGUEZ. Were we not there at one time though?

Chairman HAWKINS. We were near the top. Certainly, we were, I think, with great pride in the forefront, but we are no longer in the forefront and there are many who do not recognize that. Now, it is obvious that at the Federal level which gets down to some of the groups you represent, League of Cities andthe others, we are cutting back drastically on the amount of the National income that we devote to education. And that means that, if we are going to achieve the goals that the governors are talking about and the President is talking about, then the cost is going to be born not by the Federal Government, but by you at the local level, by the states and others at the local level.

Mr. GOTHOLD. Well, I think that has always been the case, sir.

Chairman **Hawkins**. It has been the case and it is going to continue, even more so, though, as we cut back from about 10 or 11 percent to six.

Mr. **Rodriguez**. But anything local government can do to help, certainly with this bill, we are there.

Chairman **Hawkins**. Well, this bill is only a part of the solution and I certainly appreciate the comments that have been made this morning. And I am optimistic that we can convince the people throughout the country that this bill is absolutely needed.

Mr. **Rodriguez**. We will be pushing for it.

Chairman **Hawkins**. Yes, and that it is going to cost some money. You know, you cannot do it without the money. And we have a problem, Doctor Gothold. I know that you must see it from time to time. Three days ago I was talking to an administrator at one of the school districts outside of Los Angeles, the LA Unified School District but in your particular jurisdiction about their situation.

They were telling me that the LA Unified School District negotiated an increase in salaries for teachers. Now, they are losing their teachers in this adjoining district nearby, just a few miles away, and they are dropping some of the education programs because of the loss of certain teachers due to the situation. Now, that is of national concern. It is not just of local concern between two school districts. And we have addressed that problem, I thought in the Serrano decision, in this state at least. We were moving toward some type of equality among the districts so that one district would not get, let us say, five times more money or resources than another district. As long as that situation prevails, then we have a chaotic situation and I do not know—you must have a devil of a time trying to explain it sometime or worry about it.

Mr. **Gothold**. Well, I think what you are saying is true. The Serrano decision in California did much to equalize the input to school districts. There is still some local decision making available and Los Angeles made a very attractive settlement, salary settlement, which does not just impact those districts around Los Angeles. It impacts districts state-wide because of the effect on the collective bargaining process. And I can tell you that we have 75 teacher openings today, many of which were created because teachers left us to take special education positions in Los Angeles Unified.

That element is always going to be there and I think teachers' salaries are important, as you have heard many times this morning. May I add one other——

Chairman **Hawkins**. Certainly.

Mr. **Gothold**. [continuing] aspect to teacher recruitment that I would not want to see in the legislation, but I think it is important because we have done some research on it. We have done some political research using the same kind of people that political figures use to assess public attitudes and we went to high school seniors and asked them what encouraged them to go into teaching or consider teaching as a career and what did not. And we did not find that money was at the top of the list.

We found instead that when a teacher, somebody that they respected, said to them, "You know, you would be good working as a teacher. You are good with people; you have the interpersonal skills. You have the interest, the fire, all of those things," that was the single most important thing that could happen as far a helping somebody move toward a teaching career.

Conversely, a teacher who is burned out and dissatisfied but still teaching was the single most important negative factor that would discourage students from moving into teaching as a career. And as I say, I am not proposing the best way to solve a problem in a piece of legislation but I would hope that as we look at teacher recruitment, that we look very creatively at different approaches that could be used around the country and particularly in minority communities so that we can find what those key hooks are and strings that will help us do a better job than we are doing currently.

Chairman HAWKINS. But my experience has been, given the choice, I use that word rather technically in this instance because I do not believe in the choice concept myself, because there are too many difficulties connected with it and this is just one of them—a teacher is going to teach in a desirable atmosphere. And unfortunately, that means they are not going to teach in my district.

And I can hardly blame them. It just simply means that the resources are going to go toward the schools that are the most desirable places to teach and to go to school. And I do not know of a parent who would not decide to send their child to such a school if given that choice. Well, that is wonderful, but it means that a majority of those minorities and the others that we are trying to target in on legislation of this kind are not going to be the ones who are going to benefit from such a system.

Somebody is going to have to educate those children and somebody is going to have to put teachers into those schools. That is the thing that worries me. I have no illusion that legislation that is going to re-segregate the schools, that is going to rob one school to which we compel students to go in order to benefit another school, to build that school up, I just wish we had the resources to build all those schools up to a great system. I am not trying to pull down anyone, but I am certainly trying to see how we can pull up those that are not now being educated, because those are the ones who are going into the workforce between now and the year 2000.

Doctor Escobar, you wanted to comment.

Ms. ESCOBAR. Well, that is what I was referring to when I talked about the cultures that need to be built at the professional development academies. We need to think in terms of bringing parents in, of having schools developed where a different attitude—where children coming to school with various backgrounds in culture and language are not looked upon as problems, but as rich sources for understanding and inter-cultural understanding.

It is a whole concept of building a culture and a socialization for the new teachers because teachers who are helped to see different ways, say in their teacher education programs and then find a very different situation when they go into practice, that is where we lose them. We lose many of them in their first year.

But my question, when I originally raised my hand was, a question on the minds of many educators today is, against the background of world events, peace, for example, how much of the money that is being spent on defense will be targeted for education and what are the chances of getting a major part of that money? I understand the B-2 bomber cost two and a half billion.

Chairman **Hawkins**. If I were to answer you, you might accuse me of being very, very pessimistic and negative. I do not think a damn dime of it is going to be spent on education.

Ms. **Escobar**. That is what we think, too.

Chairman **Hawkins**. We go through the budget process, and I have gone through it many times. We start out. Education is the number one priority and perhaps it should be. I mean, defense is the number one priority.

Now, without speaking as to the merit of that, the fact is that it is the number one priority and it is going to continue, because we already have on the drawing board a lot of new weapon systems that are not going to be changed regardless of what happens in Europe. And they are there, the Star Wars, the B-2 bombers, I could go on and give you $15 or $20 billion worth of programs that are going to go on regardless.

Then we always find another industry that needs saving. This year it is the savings and loan.

Ms. **Escobar**. Savings and loan, right.

Chairman **Hawkins**. We committed $160 billion to do it. We did not ask where the money is coming from. We have the problem in space, cleaning up the atmosphere and all of these things. And then when we get down to about the tenth item we talk about Function 500 which is education. And then we say, "Well, unfortunately, we do not have the money. We cannot reduce the budget deficit and increase education. So it is unfortunate."

And then they ask this committee, "Where do you intend to get the money for those programs that you say are needed?" And we have already identified some $24 billion dollars worth of programs that are absolutely needed now for us to maintain any leadership and to achieve all those goals that they are talking about. And this is not bi-partisan to Democrats. It is just about as bad for the Republicans. So, I am not talking as a Democrat.

But then we are asked, "Where is the money coming from?" And the President says, "No new taxes." And the governors say, "Well, the President said no new taxes and we cannot get any at the state level." So the children suffer. So, I am pessimistic as to whether or not at the current time we are going to do very much. And that is why we are doing what we can to zero in on a few programs. And I think teacher training, if we could get let us say $800 million which is about what we are asking for in this instance, into teacher training, I think it may make a contribution to the subject and be a little more specific than just simply talking about spending money.

We have never advocated spending money on programs that did not succeed. We are talking about cost effective programs. Everybody says Head Start is a wonderful program, but they will not put up the money. The business people who come before our committee are testifying in favor of Head Start, full funding of it. Well, full funding would require about $5 billion. And they even say, "Well, we would be willing to advocate increasing taxes." But they have not convinced the President of that yet. And so I do not know about it. We are trying to get your wisdom and not make a speech, Doctor Solmon.

Mr. **Solmon**. A couple of comments. I think that much of the resistance to money and education is money, in effect, free money just goes to make current operations more expensive because people get very justifiable pay raises and things begin to cost more. There is a difference between that and the kind of thing which you are proposing which is very targeted and focused on—it is not going to be something that they are not going to know where the money goes.

It will be the kind of money that will be able to be monitored, accounted. I am not favoring monitoring and accounting that much, but you will see where it goes. You will be able to assess the outcomes of your program. So I think we can be more optimistic there.

The other thing, to deal with your question about getting your district or other similar districts served by your bill, one thing that you might consider is to try to provide incentives for teacher training institutions that actually send their trainees to those kinds of districts for their preparation. Because too often, and certainly where UCLA is located, historically, we would send our students to nearby schools. Well, you know where UCLA is located. There are not many of the kinds of schools that you are concerned about near UCLA.

What would happen is exactly as was described. Our students would then go to other kinds of schools and be shocked and drop out very quickly. We have changed our policy now where we say that, "Part of your student teaching has to be in ethnically diverse, different kinds of schools than the ones around us." And if you could build into your program some incentive for institutions that train in the ethnically diverse schools, that might be very helpful.

Chairman **Hawkins**. Well, that is what we are trying to do in a sense. And maybe we are not doing it as well as we should and we are obviously——

Mr. **Solmon**. But there is a difference between that and bringing ethnically diverse people to our programs, because you know, it is very tough to say to the minority person, "You cannot have the benefits of Beverly Hills, you have to go back, but the white person can." It is different to say, "We are all going to at least try this."

Chairman **Hawkins**. Well, I see a lot of things that have to be done. It is not just one simple thing. That is why we tried to build ladders into it. We have tried to build teacher aides, special help in the classroom in order to provide the type of help teachers really need in the classroom and do all of these things. It is going to take a multiplicity of things, we recognize, but certainly this, I think, is the first step.

Mr. **Solmon**. Right, great step. On the right track.

Ms. **Escobar**. One of the things that seem to mitigate against minority students coming into teaching are the battery of assessments, the tests that they have to pass at the state level and for entrance. I think that you might build in consideration or support for workshops and courses that will help the students prepare to pass the examinations.

We are finding that in our teacher diversity grant students, they have to spend a lot of time developing skills to pass the tests.

Chairman HAWKINS. Well, that certainly is what we are attempting to do. We certainly do not want to lower the standards. We want the minority teachers to be as good as the others.

Ms. ESCOBAR. Absolutely.

Chairman HAWKINS. But we certainly will not, at the same time, criticize or to make standards high without, providing the resources or the opportunity for them to become upgraded. And that certainly is a thought in the bill itself. Well, ladies and gentlemen we appreciate your comments and certainly we have benefited from you. We will continue to communicate with you and offer to you the opportunity to make suggestions that we can incorporate in the proposal.

Mr. RODRIGUEZ. You know, that is interesting the comment you made though, if I may, about top priorities weapons.

Chairman HAWKINS. Yes.

Mr. RODRIGUEZ. To what, kill our ignorant children?

Chairman HAWKINS. The final panel is panel three, Mr. David Brown, President-Elect, the Association of California School Administrators, Doctor Maria Sheehan, Vice Chancellor, California Community Colleges, and Doctor Joan Bowen. I understand the next two will replace Doctor Bowen. Damon Lee, IBM Corporation and Mr. Joseph Richey, Pacific Telesis. Would those witnesses please be seated, and Mr. Honig, Superintendent of Public Instruction has filed a statement, and without objection, his statement will be entered in the record at this point as a part of the panel.

[The statement of Mr. Honig follow:]

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CALIFORNIA STATE DEPARTMENT OF EDUCATION
721 Capitol Mall; P.O. Box 944272
Sacramento, CA 94244-2720

Bill Honig
Superintendent
of Public Instruction

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March 2, 1990

The Honorable Augustus Hawkins
U.S. House of Representatives
4509 South Broadway
Los Angeles, California 90037-2727

Dear Congressman Hawkins:

Superintendent Honig asked me to convey his appreciation for inviting a Department representative to testify at your March 3 hearing on H.R. 4130, the Twenty-First Century Teachers Act.

Teacher recruitment and training is a high priority in California. We regret that the appropriate staff had conflicting commitments and were unable to appear at the hearing.

Please let us know if we can provide you any additional information or comments or assist you further in any way.

Sincerely,

Gail ImObersteg

Gail ImObersteg, Director
Federal Liaison Office
(916) 324-6548

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Attachment

TESTIMONY ON THE TWENTY-FIRST CENTURY TEACHERS ACT BEFORE THE HOUSE COMMITTEE ON EDUCATION AND LABOR

by

Bill Honig

Superintendent of Public Instruction
California State Department of Education

Los Angeles, California

March 3, 1990

Mr. Chairman, thank you for the opportunity to comment on H.R. 4130, the Twenty-First Century Teachers Act. The issues of recruitment, training, and career development of classroom teachers are of central importance to all of us as we find ways to invest in the teachers of the 21st century, a century when we know that citizens will need to be more, rather than less, educationally qualified.

We share your commitment to recruitment, preparation, induction, retention, and opportunity for classroom teachers. As a state with growing pupil enrollments and increasing educational demands, California has already initiated a number of these efforts. For instance, we are currently piloting a variety of collaboratively-governed teacher preparation programs in the California State University system. These programs help prospective teachers to acquire field-based and integrated instruction in how to teach diverse student groups.

We are also committed to focusing resources on the new teacher during their first year or years in the classroom. There are countless "war stories" of new teachers with the most difficult to teach students, working in ill-equipped classrooms with few materials, a narrow conception of curriculum and a weak repertoire of teaching strategies. California is currently conducting a longitudinal study of the best methods of supporting and assessing classroom teachers during their early years in the classroom to inform decisionmakers about a statewide approach to new teacher licensure and induction needs. We will be happy to make our evaluations available to you as the work progresses. However, it has already become clear that we must connect our induction experiences to staff development for veteran teachers if we want to encourage new teacher effectiveness and collegiality among peers.

I particularly want to applaud the focus on the identification of minority teachers in your bill, as the growth in the numbers of K-12 minority students in California argues strongly for the identification, support, and training of a more diverse group of prospective teachers. At the same time, I will argue that while we should give priority to qualified minority candidates, the press for teachers is such that we should provide incentives and rewards for all qualified individuals to enter teaching.

My comments about your proposed legislation are organized by the three titles, with central issues of support or concern highlighted.

Title I. Loan Incentives for Teaching

The high costs of postsecondary education make loan incentives for prospective teachers "a natural." At the same time, even the best loan forgiveness program must be repaid, which carries its own burden upon the individual. Increasingly, new teachers in California are older (28-43) and supporting families while they pursue a baccalaureate degree and a teaching credential, which typically includes nine weeks of unpaid student teaching. This is particularly true for minority candidates--those whom you most want to take advantage of this program. Thus, I would urge you to consider a package of loan forgiveness and direct grant funds, the latter only to individuals who have demonstrated a propensity to become a good teacher (e.g., an index of GPA, community service, knowledge of subject matter, etc.)

I suggest the terms of loans set forth in Section 469, Item F.2 be amended to include the postgraduate model of teacher preparation. Thus, an individual might demonstrate eligibility by successful completion of an approved baccalaureate program and passage of any minimal state requirements for a teaching certificate (to be defined by the states). Further, loans and/or grants should be available for individuals who may be providing less than full-time instruction. The degree of employment should be defined by State Departments of Education (SEAs), taking into account specified district or university programs which allow an individual to teach part-time while completing their credential requirements.

Section 469(3) establishes a priority for making loans to members of minority groups, a priority which I support. At the same time, we will need to provide incentives for large numbers of qualified individuals from all backgrounds to consider careers in teaching. Given the shortage of mathematics, science, special education, and bilingual teachers in California, we would be best served to recruit across the pool of qualified individuals. I recommend that a designated fund allocation for minority candidates be reserved, with the remainder of the allocation earmarked for other qualified candidates in areas a state has identified as priorities.

Title II. Recruitment and Retention of Prospective Teachers

You are to be congratulated for the thoughtful contents of Title II. Broad local flexibility to define a strategy for the award of funds, while still giving priority to designated groups within the prospective teacher population, reflects the diversity of the educational systems around the country, while simultaneously encouraging those we most want to support. At the same time, I would urge you to consider the following changes:

Section 203. Consider allowing SEAs to make grant awards to Local Education Agencies (LEAs) in addition to institutions of higher education. Some of our more creative and effective recruitment programs originated in local school districts and county offices (witness the Crenshaw Program in Los Angeles or the Fresno Future Teachers Club). Furthermore, many rural areas which desperately need resources to recruit prospective teachers are literally hundreds of miles from an institution of higher education.

I would also suggest that Section 204 (a.2) be amended to provide greater flexibility for interagency programs, as these interorganizational arrangements can sometimes be the most powerful recruitment tools. There seems to be an assumption in the current language that colleges and universities are solely positioned to take "the lead" in this work. I disagree and would cite interagency arrangements such as the California State University, Dominques Hills Tutorial Program, supported by the university, the community college, and the school district as an example. Project Socrates, a Los Angeles-based community college recruitment effort, identifies potential candidates during their junior year in high school, supports their participation in high school and community college activities, helping individuals identify as a cohort of prospective teachers, and then facilitating their transfer to a state college or university. Clearly under any intersegmental arrangement, the designation of a single fiscal agent in an intersegmental partnership could be required, but it could reasonably be a school district, a county office, or a regional service center, as well as an institution of higher education. Section 204 (b.2) would also need to be amended to reflect a potential leadership role of a school district or county office of education in an intersegmental teacher recruitment initiative.

Title III. Professional Development Academies

I was especially pleased to find professional development academies included in your bill. In California, our reform efforts have focused on improving curriculum and instruction in all our schools. It has become increasingly clear that if we are to be successful, we must be prepared to make a substantial investment, both in time and money, in the continuing professional development of our teachers and administrators.

The need for carefully planned, comprehensive staff training has been widely accepted by corporate America. U.S. corporations spend almost $40 billion annually, excluding wages, to train and educate their employees. Unfortunately, the support for a similar level of investment in our professional educators has been slow in coming.

Hampered by a lack of funds and time, professional development in our public education system has become fragmented and unfocused. A recent study of staff development in California concluded:

> Staff development is largely market driven; that is, it consists of a lengthy menu of discrete offerings available on a sign-up basis to individual teachers who "receive" information or materials from paid presenters. The training "industry" has dominated local district conceptions of staff development, and most professional development opportunities take the form of skills-oriented or materials-oriented workshops.

This study found, and my own experience confirms, that this "market driven" system is ineffective and wasteful. The greatest need is for higher quality professional development programs that reinforce statewide reform efforts.

Your bill can be of great benefit in providing much needed resources to enhance our professional development efforts. However, I would urge that state educational agencies be given a greater role in coordinating the use of these resources to ensure that they not be used simply to reinforce existing patterns of teaching, conventional structures of schools, and long-standing traditions of the teaching occupation. Specifically, I suggest that state educational agencies be allowed to set priorities for professional development academies from among the authorized activities in Section 305 and that applications for formula grants under Section 303(a) be reviewed and approved by the state educational agency. Such a procedure will ensure that the limited amount of funds available will be spent in furthering reform initiatives in a state rather than enhancing the status quo. Direct grants to LEAs will almost certainly not have the impact of programs that are regional or statewide in nature.

As regards the proposed competitive grants, I suggest one of two amendments to the proposed legislation: either (1) state education agencies be included as eligible applicants, or (2) applications for competitive grants be submitted to the appropriate state educational agency or agencies for review and comment. Since the competitive grants are designed to promote interstate and international professional development academies, state educational agencies will, in many cases, be primarily responsible for their design and implementation.

Mr. Chairman, I appreciate the opportunity to testify on H.R. 4130, the Twenty-First Century Teachers Act, in the early stages of your consideration of the bill. If the Department can supplement this testimony in any way or provide you with additional information in the coming months, please let me know.

Chairman **Hawkins**. We will begin the panel with Mr. David Brown, President-Elect, the Association of California School Administrators. Mr. Brown.

STATEMENT OF DAVID BROWN, PRESIDENT-ELECT, ASSOCIATION OF CALIFORNIA SCHOOL ADMINISTRATORS; MARIA SHEEHAN, VICE CHANCELLOR, CALIFORNIA COMMUNITY COLLEGES; DAMON LEE III, IBM CORPORATION; AND JOSEPH RICHEY, PACIFIC TELESIS GROUP

Mr. **Brown**. Thank you, Mr. Hawkins. I appreciate the opportunity to share a few comments representing both the Association of California School Administrators as well as superintendents in school districts throughout the State of California. I presently serve as the superintendent of the Irvine Unified School District which has a 24 percent language minority population. I had the opportunity previous to that to serve as the superintendent of a smaller school district in Los Angeles County, the San Marino Unified School District, which experienced a change in its student population within a five year period from five to 58 percent Asian student enrollment.

So I have some personal experience as well with some of the challenges that have been discussed earlier this morning. I believe, as your bill indicates, that we need to develop stronger partnerships between school districts, colleges, universities, professional organizations and I applaud the direction that this legislation provides. There has been a great deal of discussion this morning about the loan incentives and that makes a tremendous amount of common sense. But the focus on recruitment strategies and new resources for training new teachers makes an equal amount of good sense.

I would like to make reference to Title III of your bill which enables teacher training to provide in-service and administrators serving primarily Title I students. But I would like to request first that a consideration be given to extending the grants to include professional organizations which direct a great deal of attention to teacher and administrator training for these particular students.

The Association of California School Administrators is one of those professional organizations and this being a national issue, there are a number of influential and active national organizations, including the American Association of School Administrators, and others, actively involved in focusing programs on improving administrator skills and implementing many of the educational reforms that have been discussed this morning.

A couple of the programs that ACSA, the Association of California School Administrators, has worked with include recruiting minority teachers. We, last year, called together a task force to deal with the issue of minority recruitment and generated a great deal of information that we would be more than happy to share. Obviously, the recruitment of minority administrators in education cannot be achieved without increasing those who participate at the teacher level. So, we are very interested in the teacher recruitment issue.

We have also actively participated as an association and as well as individual members within the association, in the California new teacher project. I heard a great deal of reference during the earlier testimony relative to the importance of funding institutions of higher education to recruit minority teachers, language minority teachers. And I would like to, in closing, suggest that there is a significant issue that must not be forgotten and that is that we do not receive—first of all, none of these institutions hire any of these teachers.

They are hired and placed in the appropriate schools by school districts. And so, recognizing that we do not receive finished products, we respect and bring a great deal of reverence to the efforts of those in these positions, in these institutions, but we do not receive finished products. And the incredible change that is occurring in public education today requires ongoing training. So, I think some direction needs to be provided for local school districts as well as professional organizations in having the appropriate funding to provide ongoing in-service and staff development.

We lose too many of this nation's best and brightest language minority teachers because we cannot fund and we cannot provide the kind of training they need to be effective in the classroom.

Again, on behalf of myself, superintendents in the State and all administrators, we applaud what you are doing. The direction is praiseworthy and I would be more than happy to answer any questions that you have. Thank you.

[The prepared statement of David Brown follows:]

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March 4, 1990

The Honorable Augustus Hawkins
Chairman, Education and Labor Committee
U.S. House of Representatives
Washington, D.C.

Dear Mr. Hawkins:

As President-Elect of the Association of California School Administrators, I appreciate the opportunity to address your Committee on the topic of teacher recruitment and comment on HR 4130. First, let me assure you that school administrators in California are vitally concerned about a solution to the critical problem of an insufficient supply of teachers, especially minority teachers. As the Superintendent of Irvine Unified School District in Irvine, California, I may be more aware of the extent of the problem because of the substantial number of language minority pupils in my district.

We have, in the past, relied primarily on our institutions of higher education to produce sufficient qualified teachers -- now we acknowledge the need to form partnerships among the entities affected (school districts, professional organizations, the state and federal government, and colleges and universities) to attain significant results. That is the approach your bill, HR 4130, takes, and we are supportive of that. We need a combination of strategies (loan incentives, recruitment strategies, and new resources for school districts to train new teachers and help retain them in teaching.

Title III of your bill focuses on professional development academies which would provide grants for school districts and the teacher training programs to provide in-service training to teachers and administrators who serve primarily Chapter 1 students. I would ask the Committee to consider extending the eligibility for these grants to professional organizations which also may specialize in teacher and/or administrator training. ASCA has a large Professional Development Department which focuses on improving the skills of administrators in implementation of educational reforms, such as shared decision-making, year-round school programs, school accountability report cards, and many other areas. We are eligible for state funds for some of these efforts, but the current language of your bill precludes us from a major role in this new effort.

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Let me share a few examples of our involvement in this issue to date. ASCA has begun the establishment of a new project to recruit and mentor minority teachers into school administration. We had convened a statewide task force last year to review current efforts and propose a model based on the most successful practices we found – in this case, the "mentoring" of identified candidates with potential leadership skills. Our study could not ignore the issue of recruiting teachers, and we collected valuable data on those efforts statewide also. We would be most happy to share that information with the Committee.

Many of our members are participating in the California New Teacher Project, administered jointly by the State Department of Education and the Commission on Teacher Credentialing. The purpose of that $4.1 million project is to provide support for beginning teachers to ensure their success in the classroom and give them positive feedback and assistance in the areas in which they need help. Although that project is implemented in many districts throughout the state, it is nonetheless a "pilot" which does not have long-term assurance of state funding.

There are currently proposals in the California Legislature which could provide matching support for federal funds if they are enacted. An example is a proposal by Assemblyman Tom Hayden, Chairman of the Assembly Subcommittee on Higher Education, to recruit bilingual teachers. Another was a bill by Assemblywoman Teresa Hughes to recruit teachers of at-risk pupils.

All of these proposals will take money, and that is scarce in California these days, even after the passage of Proposition 98. Most of all, they will take widespread support to fill the huge need this state currently has for teachers. Our Association applauds your efforts in this regard. Please feel free to call upon us for further assistance.

Sincerely,

DAVE BROWN
President-Elect

DB:ep

Chairman **Hawkins**. Thank you. We will listen to the other witnesses first, though. Doctor Maria Sheehan, Vice Chancellor of the California Community Colleges. Doctor Sheehan, we welcome you.

Ms. **Sheehan**. Thank you very much, Mr. Chairman. Chancellor Mertes, the Chancellor of the Community College System, sends his regrets at not being able to be here with you this morning. I am Vice Chancellor for the area of faculty and staff diversity for the State, and we are under an interesting mandate, which we are accepting with much excitement in our State today, to increase the diversity of our faculty and staff, very specifically, by the year 2005 to reflect the changing demographics of the State.

We have an even earlier goal than that and my office is one that is working on the issues of recruitment, retention and expanding the numbers that we have to go forward to be professionals in our system. We are very excited about the bill. We think it has a lot to contribute and we endorse it wholeheartedly in concept. We are looking, however, for a specified role in set aside funding for the community colleges. We do not believe that the teacher shortage issue can be addressed effectively without a heavy inter-segmental approach.

The California community college system is currently educating 1.4 million students and ten years from now we will be educating 1.7 million students. So it is a very large system and very reflective of the changing demographics of our state.

I listened with interest to the earlier testimony and both Doctor Lemos and Doctor Escobar spoke of the teacher diversity program in the CSU system. It is one that my office is working closely with for a connection between moving the community college student forward and on to serve in a teaching capacity after their education is completed. We do have the students. We know who they are. It is important to move them forward and we need a partnership.

Another speaker, Doctor Gothold, spoke of the instructional assistant program. That is one also that connects with community colleges because we have the students and we educate them in these programs. Mr. Anton, on panel one, spoke of the need for a partnership or moving closer together and joining with community colleges. And we embrace that effort because we think it is needed.

I am also a product of a student deferment loan or forgiveness loan. And were it not for that loan, I would not have pursued a profession in the area of teaching and I would not have worked in the K-12 system for as many years as I did, nor would I have moved into the community college system. It allowed me to grow and hopefully, to make a contribution which would not have been a possibility had it not been for such a program.

Again, we certainly endorse H.R. 4130. We hope to have more clarity and certainly something that sets aside funding clearly for the community college role which we believe is a strong one. My written testimony will be provided to your office by our Washington office next week. Thank you very much.

[The prepared statement of Marie Sheehan follows:]

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STATEMENT OF

DR. MARIA SHEEHAN
VICE CHANCELLOR
FOR FACULTY AND STAFF DIVERSITY
CALIFORNIA COMMUNITY COLLEGES

before the

Committee on Education and Labor
U. S. House of Representatives
Honorable Augustus Hawkins, Chairman

Los Angeles, California
March 3, 1990

MR. CHAIRMAN, AND MEMBERS OF THE COMMITTEE:

Thank you, Mr. Chairman, for the opportunity to appear before you today in support of H. R. 4130. I am here representing Chancellor David Mertes of the California Community Colleges. He is unable to be here, and asked me to extend his personal regards to you, and his regret that a previous commitment of long-standing kept him from joining you.

I serve as Vice Chancellor for the area of faculty and staff diversity for the California Community Colleges, a system of 107 public two-year postsecondary institutions. The focus of my office is increasing the ethnic diversity not only of the State Chancellor's Office, but of the local colleges as well, with respect to both faculty and support staff. I am therefore very involved in developing and implementing recruitment and retention strategies for minority individuals.

We wish to congratulate you on the introduction of your bill, H. R. 4130, which very aptly carries the short title of "Twenty-First Century Teachers Act," and to tell you that we strongly support the concept of encouraging minority students to enter the teaching profession. Your effort to increase financial assistance for the development, recruitment and training of teachers, especially among ethnic minorities, could be very helpful to the nation's two-year colleges, and especially to the California Community Colleges.

We currently enroll nearly 1.4 million students, 37.5 percent of whom are from California's large and rapidly growing ethnic minority population. The State Department of Finance has projected that by the year 2005, we will enroll nearly 1.9 million students. This increase of 500,000 students in 15 years means that we must build a minimum of 16 complete new colleges. Combined with the need to replace a very large number of expected retirements among our 16,000 aging full-time faculty members, it will require that we recruit the astounding number of 18,000 new faculty members by the year 2005!

Last year, 1989, California's population was comprised of 57 percent Anglos and 43 percent ethnic minorities. The Department of Finance has projected that by the year 2005, just 15 years from now, the State's population will be comprised of 48 percent Anglo and 52 percent ethnic minorities!

The California Community Colleges have been directed by the Legislature to see to it that, by the year 2005, our faculty and staff workforce accurately reflects the makeup of the State's adult population. To achieve that daunting goal, we have launched what may be the largest faculty recruitment effort ever undertaken by any system of education in the world - aimed primarily at hiring ethnic minorities, Vietnam era veterans, women and handicapped persons.

My office has established a unique Faculty and Staff Diversity Registry, to include potential faculty and staff applicants from throughout the United States, and to list faculty and staff openings at each of our 107 colleges. Our recruiting campaign includes distributing potential applicants' registration forms, together with wall posters and other recruiting materials, as widely as possible throughout the nation. Our targets include graduate schools, historically black colleges and universities, personnel headquarters of all the armed services, recruitment centers throughout the country. In addition, we have taken full-page ads in such national publications as The Chronicle of Higher Education and Black Issues in Higher Education.

You can see, Mr. Chairman, that we are deeply aware of the need to encourage ethnic minority students not only to complete their high school and collegiate education, but to enter teaching as a profession. For us, H. R. 4130 could be exactly on target. We especially applaud the provisions of the bill that encourage linkages and articulation agreements between the four-year teacher training institutions and the community colleges. And we support the bill's emphasis on the development of recruitment and retention strategies which reflect joint activities with community colleges and local educational agencies.

We suggest that these are, indeed, critical linkages, and respectfully call to your attention such activities already underway in California as the Teacher Diversity Program, which directly links the California Community Colleges and the California State University system to allow the four-year teacher training institutions to recruit potential teachers from among our students. As you know, not all students are able to enter the four-year systems directly from high school. California's Master Plan for Higher Education stipulates that the University of California will draw its students from the top 1/8 of high school graduating classes, and the CSU system from the top 1/3. The Master Plan establishes one of the primary missions of the community colleges as providing transfer education in the first two collegiate years.

Because of academic needs, economic disadvantage, or other circumstances, a very large proportion of students in California begin their collegiate careers in the community colleges. This year for example, approximately 70,000 community college students will transfer to the four-year colleges and universities of the state. The Chancellor's Office is currently encouraging and assisting our colleges and the high schools of the State to establish "2 + 2" programs in academic curricula as well as in vocational education, because it is necessary to encourage students early in their high school careers to begin thinking of completing educational programs, and particularly of entering teaching as a career.

To illustrate cooperative efforts now underway, let me briefly note several additional exemplary programs:

- o a proposal for a statewide Guaranteed Transfer Program is moving through the Legislature;

- an Intersegmental Coordinating Council has been established to oversee transfer and articulation among the high schools, community colleges, UC and CSU systems;
- Community College Transfer Centers - places on campus where students can go for transfer information -provide services to identify, encourage and assist minority and other students to transfer to four-year institutions. Twenty of these have been funded, and another 35 will soon receive funding.
- "2 + 2 + 2" programs have been implemented in 27 colleges, 8 of which focus on recruiting underrepresented students into teaching careers;
- Fifteen colleges have "Project ASSIST" programs which provide automated tracking, progress reports and student transcripts to college counselors, computerizing articulation agreements and requirements for baccalaureate majors and other information about programs and services offered by the State's four-year institutions;
- the California Articulation Number (CAN) system is used by most California Community Colleges, providing a statewide, cross-reference numbering system for courses between community colleges and the UC and CSU systems;
- many other joint projects among the California Community Colleges, the high schools, the UC and CSU systems and the private institutions as well, have the support of all California educators;
- finally, many workshops and conferences have been held throughout the State to facilitate faculty training and retraining, and to promote transfer and articulation.

Allow me to emphasize once again, Mr. Chairman, that the primary purpose of all these activities stems from the need and desire to encourage those underrepresented and ethnic minority groups who are not fully particpating in our education systems to do so, and that we are especially cognizant of the need to encourage minority students to enter the teaching profession at all levels. We are looking for the most effective, most cost-efficient ways to encourage students - particularly those from ethnic minority and underrepresented groups of the State - first to stay in school, and second to return to school as teachers and role models in a positive, self-fulfilling prophecy of success following success.

Mr. Chairman, I would like to conclude by commending you and your staff for developing this extremely important legislation, and to reiterate our support of H. R. 4130. To clarify that community college students and faculty are included not only in the concept of H. R. 4130, but also within its technical provisions, I would submit three requests:

First, that community college students who show interest in teaching careers be allowed to participate in the loan forgiveness program during their first two years or, preferably, that the Pell Grant program be significantly expanded to provide an equivalent amount of assistance for such students during their first two years. More than half of all minority students who enroll in higher education begin their collegiate work in community colleges, and many make the commitment in their first or second year to enter the teaching profession. [illegible] therefore makes great sense to insure that they have the opportunity to receive the assistance offered by H. R. 4130.

Second, that the program include assistance to students who wish to qualify themselves by taking additional course work beyond the baccalaureate degree to become community college teachers.

Third, that loan forgiveness be extended to include service as a community college teacher, perhaps limited to service in community colleges having an enrollment which includes a significant percent or number of ethnic minority or economically disadvantaged students.

I would be happy to ask our Washington representative, Mr. Lee Myers, to work with you and your staff on the details of our requests, or to do so personally. In closing, let me commend you again for developing H. R. 4130, and hope that you will make it even more effective by extending it to specifically include community college students and teachers.

Thank you, Mr. Chairman, for this opportunity to provide your Committee with our comments.

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HR4130/

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Thank you, Mr. Chairman, for this opportunity to provide your Committee with our comments.

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HR4130/

Chairman **Hawkins**. Thank you. Mr. Lee, Damon Lee of the IBM Corporation. Thank you.

Mr. **Lee**. Thank you, Mr. Chairman. I really appreciate the opportunity to participate on this panel and I commend you for you leadership in bringing this bill forward. I represent IBM's Educational Marketing Division. Our purpose is to create products and programs specifically for K-12 education and vocational technical schools. We are proud to say that recently we entered into a $20 million partnership with the California State University system, the California Department of Education and the California school districts.

We must keep teachers abreast of, and expose our students to, the latest and most efficient methods of delivering instruction. More than 75 percent of the jobs that will be available to the workforce in the twenty-first century will require the use of a computer. Teachers must apply the use of computer technology in the instructional process as well as understanding its applicability in the job market.

The use of computer technology improves the delivery and the management of instruction and provides greater information access for decision making and helps the teachers and staffs become more productive. Classroom teachers are at the center of all student-related activities. They need computer technology, administrative tools and education because though their primary role is to teach, they spend as much as 50 percent of their daily time on tasks in areas other than dealing directly with students.

Even a small productivity gain in their non-teaching work can mean significant improvement in their time on task in teaching students. Teacher in-service training is of vital importance in this area because longitudinal studies have proven children's adaptability to computer technology has been overwhelmingly positive. It is motivational. It removes fear and intimidation from learning. It enhances their cognitive skills. It improves attendance. It makes learning fun and interesting. And most importantly, it supports parity in education and knows no ethnic boundaries.

Teachers must understand how effective computer technology is in teaching reading and writing, the foundation of a good education. A child in our society today does not drop out of school in the eighth grade when he can do so legally. He drops out in second grade when he cannot read. He is kept back. He becomes buzzard. He becomes disenfranchised from the educational process. And he is destined for a life of failure.

Teaching the functionally illiterate is also very effective using technology. Current programs still utilize a one on one method to train functionally illiterate adolescents and adults. Through technology, we can reach the masses. The popularity of M-TV, video games and the like has given us a message. Our children, our adults are attracted to this media.

The programs are available today. We have substantive data to support their effectiveness. Yet, they are only implemented in a helter-skelter, ad hoc type of situation. It is going to take legislation such as you are proposing and I feel almost to the point of Federal mandates for us to take advantage of the overwhelming effectiveness that technology offers us. And we are the leaders in that technology.

Recently, with the changes in the Far East, we have been approached by the Eastern Block countries to provide them with our latest in educational technology. Yet, we have not totally embraced its effectiveness in our own educational system. Let us not let technology in education go the way of the VCR. Thank you.

Chairman **Hawkins**. Thank you. Mr. Richey, Pacific Telesis. Mr. Richey, we are delighted to have you.

Mr. **Richey**. Thank you very much, Chairman Hawkins, and thank you for the opportunity to share my views with you on your most worthy bill and on the issue of teacher training, recruitment and re-training.

Doctor Bowen sends her regrets but illness has caught up with her. She has been running from it for awhile and I think it has finally made its way and taken its toll. I serve as an executive on loan from Pacific Telesis Group to the Industry Education Council of California, a rather unique organization made up of industry, education, Government and labor leaders from throughout the State of California.

As you know, employers of our state and nation are experiencing a critical short-fall of qualified workers. Let me speak about workers before I speak to the issue of the teachers. And I believe the full impact of this crisis will undoubtedly alter the economic future of our country and most certainly California.

One statistic that you may or may not have heard, but in the Los Angeles area it is becoming well-known, in 1989 we tested for telephone operators. We had to test 3000 people to fill the jobs. Our pass rate was five percent. We cannot continue along those lines. I am probably preaching to the choir on that issue, but I needed to bring the point up.

Recent literature indicates no substantial decrease in the drop-out rate and only nominal improvements in test scores of our nation's student which ultimately shows in that five percent pass rate more vividly than anywhere else. And unfortunately, minority drop-out rates in many of our urban area schools approach 50 to 75 percent and even much higher in this particular area in some schools. And the outlook appears for the future to be dismal at best.

It is my belief that teachers, well-trained, well-prepared quality teachers, are our first line of defense. Further, I believe that the drop-out rate may be directly proportional to the short-fall of quality teachers we are presently experiencing. And as they say, "You ain't seen nothing yet."

The California State Superintendent of Public Instruction was supposed to be here, so I would have let him say it, but estimates that somewhere around the number of 10,000 new teachers a year will be needed every year between now and the year 2000 and probably well beyond. Additionally, the community colleges represented by Doctor Sheehan beside me, will probably lose as many as 50 percent of their faculty over the next ten years because of the age of their faculty. And that may be a conservative figure from my discussions with Doctor Mertes.

Compounding the problem in cities like Los Angeles is the fact that 80 percent of the students are minorities while 70 percent of the faculty are white. That is not to suggest that a white teacher cannot teach a minority youth. But I believe, as your bill points out and as other speakers have talked about this morning, role models are more and more and more important than ever before. And I believe we are using formidable numbers of minority youth who are fully capable of success at the university level and more than able to enter the teaching profession as high quality skilled teachers.

In order to compete nationally, California must increase the number of high achieving minority students in higher education. Universities must identify and nurture highly talented minority students at the earliest possible opportunity, no later than junior high and in my estimation, probably much earlier. As Damon had pointed out, the kid are dropping out in third grade, second grade. The teachers, the good teachers, will identify that fact to you. They just wait for their bodies to catch up to the point where they can actually walk out.

We have often heard that a mind is a terrible thing to waste. And it is my belief that our biggest waste is when highly talented minority students are not prepared for or attracted to post-secondary education which can ultimately lead an opportunity into the teaching profession. And my fear is, if we cannot get them through high school much less into post-secondary education, any hope of increasing the ranks of minority teachers is but a pipedream.

According to Professor Lewis Solmon who testified just a few minutes ago, attracting minority students to higher education is particularly important to California because we are literally a minority majority state and those numbers are going to continue growing rapidly. He states that between 1970 and 2020 the population of caucasian 18 year olds will have dropped from 76 percent to 36 percent. Conversely, black 18 year olds will increase from seven percent to ten percent; Hispanics from 13 to 38 percent and Asians from three to 15 percent. And if we miss the opportunity to develop the talent in these communities, our state will be in a serious disadvantage as we enter the twenty-first century.

I am encouraged by Title III of your bill in the area of articulation between the two-year and four-year institutions. I would like to maybe suggest that we expand that a bit. Comprehensive programs to enable our youth, especially our minority youth, must be mandated. The success of what we call the two plus two plus two articulation projects, which you are very familiar with, I am sure, are in place in many schools throughout the California system. They are well-documented and they are efficient.

My belief is a well-designed two plus two plus two plus one—I know this sounds like basic math, but I believe a program that would include the last two years of high school, the two years at the community college, the last two years at the UC level or Cal State or any university level and the year required for teaching could be molded into one system, because what I have seen in my several years as a loan executive, if we have one fault in our system, it is that we tend to plan in a vacuum.

The Cal States and the UC's plan alone to a degree. The community colleges plan with their 107 schools in the Department of Education, but we do not have enough of a partnership that these articulated programs develop. I think it would be a unique approach for the last two years of high school to include a class in teacher assistant, where an individual could then move into the community college through a pace program or an accelerated two-year degree program and become a teacher's assistant, furthering their desire to become a teacher and valuing it for what it can be.

And then they can move on into the university level for their last two years, again as a student teacher or as an assistant teacher, and on into their last year of credentialing. I believe that provides a K through career approach to education that I think is missing at this point in time. We are too segmented.

Because many minority high school graduates cannot afford the luxury of deferring income when they witness siblings and parents living in poverty, a grant system must be crafted that will provide college expenses and some reasonable level of subsistence to encourage their participation in higher education. As one of the speakers previous to me said, when they graduate from the university system with a Bachelor's degree they are obviously very appealing to many industries. And unfortunately, those kinds of dollars when their families are in jeopardy, are going to attract them away from our system and they will not end up in teaching with any effectiveness.

Industry can and must take an even more active role in our education system and most pointedly in the area of teacher recruitment and preparation. In the short-term, outdated and cumbersome licensing procedures that effectively screen out many qualified early industry retirees should, may, and can be revamped. Their knowledge, skills and abilities that these executives could bring to the system could be invaluable. Although it is only a short stop-gap method, it would help a bit.

Over the long haul, industry can and will assist in the professional development of teachers by sharing state of the art technology with education much as Mr. Lee has described from IBM. And I would suggest that a $20 million grant is not a small item. It is setting a precedent that I believe industry of all areas is going to step up to the plate and try to leverage with.

Bringing the education system into the twenty-first century can be accomplished by merging the forces of industry and education and bringing labor into that equation very strongly. Effective and efficient industries cannot afford a reject rate of more than a few tenths of one percent. We have found that in our competition with Japan. If schools are losing more than a third of our students prior to high school graduation, we can hardly consider that an adequate measure. At a time when help signs are in almost every business window in Southern and Northern California, what we need is every graduate we can get.

To assure a solid place for California and the United States in the world economy, a compelling argument can be made for moving education and teacher preparation to the top of the legislative agenda. And I have appreciated your candid comments on what probably will not happen but what we should probably do as industry and business leaders and labor leaders in assisting you in moving that particular arena to the top of the legislative agenda.

My fear is what it will take in the education arena is a Pearl Harbor before any lasting change will be made. Unfortunately, Americans must taste, feel, smell and sense eminent danger before we are willing to spend any time and especially any money on reversing what is most surely a tragic degradation of our education system, exacerbated by our inability to recruit and train and retain teachers in America.

I believe your bill brings to the forefront the forces of education, industry, labor and Government. I believe it will establish creative processes and procedures to bring the best of America to the honored profession of teaching. And I thank you for your time.

[The prepared statement of Joseph Richey follows:]

HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR

MARCH 3, 1990
TESTIMONY OF JOSEPH RICHEY

CHAIRMAN HAWKIN'S, DISTINGUISHED COMMITTEE MEMBERS, THANK YOU FOR THE OPPORTUNITY TO PRESENT MY VIEWS ON RECRUITMENT, TRAINING AND RETRAINING OF TEACHERS. I SERVE AS AN EXECUTIVE ON LOAN TO THE INDUSTRY EDUCATION COUNCIL OF CALIFORNIA FROM PACIFIC TELESIS GROUP. I SPEAK TODAY AS A REPRESENTATIVE OF OUR BOARD CONSISTING OF BUSINESS, EDUCATION,LABOR AND GOVERNMENT.

AS YOU KNOW, EMPLOYERS OF OUR STATE AND NATION ARE EXPERIENCING A CRITICAL SHORTFALL OF QUALIFIED ENTRY LEVEL WORKERS. THE FULL IMPACT OF THIS CRISIS WILL UNDOUBTABLY ALTER THE ECONOMIC FUTURE OF THE UNITED STATES. RECENT LITERATURE INDICATES NO SUBSTANTIAL DECREASE IN THE DROP OUT RATE AND ONLY NOMINAL IMPROVEMENT IN THE TEST SCORES OF OUR NATIONS STUDENTS. WITH MINORITY DROP OUT RATES IN MANY URBAN SCHOOLS APPROACHING 50 TO 75% AND HIGHER, THE OUTLOOK FOR THE FUTURE APPEARS DISMAL AT BEST.

IT IS MY BELIEF THAT TEACHERS -- WELL TRAINED, WELL PREPARED, QUALITY TEACHERS ARE OUR FIRST LINE OF DEFENSE. FURTHER, I BELIEVE THAT THE DROP OUT RATE MAY BE DIRECTLY PROPORTIONAL TO THE SHORTFALL OF QUALITY TEACHERS WE ARE PRESENTLY EXPERIENCING. AND, AS THEY SAY, YOU AINT SEEN NOTHIN YET.

CALIFORNIA STATE SUPERINTENDENT OF PUBLIC INSTRUCTION ESTIMATES THAT WE WILL NEED 10,000 NEW TEACHERS A YEAR, EVERY YEAR, BETWEEN NOW AND THE YEAR 2000. ADDITIONALLY, THE COMMUNITY COLLEGES OF CALIFORNIA WILL LOSE 50% OF THEIR FACULTY IN THE NEXT TEN YEARS. COMPOUNDING THE PROBLEM IN CITIES LIKE LOS ANGELES IS THE FACT THAT 80% OF THE STUDENTS ARE MINORITIES, YET 70% OF THE FACULTY ARE WHITE. THAT IS NOT TO SUGGEST THAT WHITE TEACHERS CAN'T TEACH MINORITY YOUTH, BUT I BELIEVE WE ARE LOSING FORMIDABLE NUMBERS OF MINORITY YOUTH WHO ARE FULLY CAPABLE OF SUCCESS AT THE UNIVERSITY LEVEL AND MORE THAN ABLE TO ENTER THE TEACHING PROFESSION AS HIGH QUALITY, SKILLED TEACHERS BECAUSE OF THE LACK OF ROLE MODELS.

IN ORDER TO COMPETE INTERNATIONALLY, CALIFORNIA MUST INCREASE THE NUMBER OF HIGH ACHIEVING MINORITY STUDENT IN HIGHER EDUCATION. UNIVERSITIES MUST IDENTIFY AND NURTURE HIGHLY TALENTED MINORITY STUDENTS AT THE EARLIEST POSSIBLE OPPORTUNITY, NO LATER THAN JUNIOR HIGH SCHOOL AND POSSIBLY MUCH EARLIER.

WE HAVE OFTEN HEARD THAT "A MIND IS A TERRIBLE THING TO WASTE" - WELL OUR BIGGEST WASTE IS WHEN HIGHLY TALENTED MINORITY STUDENT ARE NOT PREPARED FOR OR ATTRACTED TO POSTSECONDARY EDUCATION.

IF WE CAN'T GET THEM THROUGH HIGH SCHOOL, MUCH LESS INTO POSTSECONDARY EDUCATION, ANY HOPE OF INCREASING THE RANKS OF MINORITY TEACHERS IS BUT A PIPE DREAM.

ACCORDING TO PROFESSOR LEWIS C. SOLMON, DEAN OF THE UCLA GRADUATE SCHOOL OF EDUCATION, ATTRACTING MINORITY STUDENT TO HIGHER EDUCATION IS PARTICULARLY IMPORTANT AS CALIFORNIA BECOMES A "MINORITY-MAJORITY STATE."

BETWEEN 1970 AND 2020, THE POPULATION OF CAUCASIAN 18 YEAR-OLDS WILL HAVE DROPPED FROM 76% TO 36%. CONVERSELY BLACK 18 YEAR-OLDS WILL INCREASE FROM 7% TO 10%, HISPANICS FROM 13% TO 38% AND ASIANS FROM 3% TO 15%. IF WE MISS THE OPPORTUNITY TO DEVELOP THE TALENT IN THESE COMMUNITIES, OUR STATE WILL BE AT A SERIOUS DISADVANTAGE AS WE ENTER THE 21st CENTURY.

I AM ENCOURAGED BY TITLE II OF YOUR LEGISLATION IN THE AREA OF ARTICULATION BETWEEN THE 2 YEAR AND 4 YEAR COLLEGES. A COMPREHENSIVE PROGRAM TO ENABLE OUR YOUTH, ESPECIALLY OUR MINORITY YOUTH MUST BE MANDATED. THE SUCCESS OF THE 2+2+2 ARTICULATION PROGRAMS IN PLACE IN MANY CALIFORNIA SCHOOLS ARE WELL DOCUMENTED. I WOULD, HOWEVER SUGGEST YOU CONSIDER A WELL DESIGNED 2+2+2+1 PROGRAM THAT I BELIEVE COULD PROVE TO BE A UNIQUE AND POSITIVE APPROACH TO THE RECRUITMENT, EDUCATION AND RETENTION OF STUDENTS TO THE TEACHING PROFESSION. THE LAST 2 YEARS OF HIGH SCHOOL, THE 2 YEARS OF COMMUNITY COLLEGE, THE TWO YEARS AT THE UNIVERSITY AND ONE YEAR OF TEACHER CREDENTIALLING COULD BE MOLDED INTO A FINELY TUNED, THOROUGH INTAKE SYSTEM THAT WOULD APPEAL ESPECIALLY TO MINORITY STUDENTS.

BECAUSE MANY MINORITY HIGH SCHOOL GRADUATES CANNOT AFFORD THE LUXURY OF DEFERRING INCOME WHEN THEY WITNESS SIBLINGS AND PARENTS LIVING IN POVERTY, A GRANT SYSTEM MUST BE CRAFTED THAT WILL PROVIDE COLLEGE EXPENSES AND SOME REASONABLE LEVEL OF SUBSISTENCE TO ENCOURAGE THEIR PARTICIPATION IN HIGHER EDUCATION.

INDUSTRY CAN AND MUST TAKE AN EVEN MORE ACTIVE ROLL IN OUR EDUCATION SYSTEM, MOST POINTEDLY IN THE AREA OF TEACHER RECRUITMENT AND PREPARATION.

IN THE SHORT TERM, OUTDATED AND CUMBERSOME LICENSING PROCEDURES THAT EFFECTIVELY SCREEN OUT MANY QUALIFIED EARLY INDUSTRY RETIREES SHOULD BE REVAMPED. THE KNOWLEDGE, SKILLS AND ABILITIES THESE EXECUTIVES COULD BRING TO THE SYSTEM WOULD BE INVALUABLE.

OVER THE LONG HAUL INDUSTRY CAN AND WILL ASSIST IN THE PROFESSIONAL DEVELOPMENT OF TEACHERS BY SHARING STATE OF THE ART TECHNOLOGY WITH EDUCATION. BRINGING THE EDUCATION SYSTEM INTO THE TWENTY FIRST CENTURY CAN BE ACCOMPLISHED BY MERGING FORCES.

EFFECTIVE AND EFFICIENT INDUSTRIES CANNOT AFFORD A REJECT RATE OF MORE THAN A FEW TENTHS OF A PERCENT. IF SCHOOLS ARE LOSING MORE THAN A THIRD OF THEIR STUDENTS PRIOR TO HIGH SCHOOL GRADUATION, WE CAN HARDLY CONSIDER THEM ADEQUATE. AT A TIME WHEN HELP WANTED SIGN ARE IN MANY BUSINESS WINDOWS, WHAT WE NEED IS EVERY GRADUATE WE CAN GET.

TO ASSURE A SOLID PLACE FOR CALIFORNIA AND THE UNITED STATES IN THE WORLD ECONOMY, A COMPELLING ARGUMENT CAN-BE MADE FOR MOVING EDUCATION AND TEACHER PREPARATION TO THE TOP OF THE LEGISLATIVE AGENDA. MY FEAR IS THAT WHAT IT WILL TAKE IS A PEARL HARBOR IN EDUCATION BEFORE ANY REAL AND LASTING CHANGE WILL BE MADE. UNFORTUNATELY AMERICANS MUST TASTE, FEEL, SMELL AND SENSE EMINENT DISASTER BEFORE WE WILL SPEND AND TIME AND MONEY ON REVERSING WHAT IS MOST SURELY A TRAGIC DEGRADATION OF OUR EDUCATION SYSTEM, EXACERBATED BY OUR INABILITY TO RECRUIT, TRAIN AND RETAIN TEACHERS IN AMERICA.

Chairman **Hawkins**. Well, thank you, Mr. Richey. I was trying to locate the section that I thought would apply to the suggestion you made of two plus two plus two plus two plus one. I think I got enough twos in.

Mr. **Richey**. You have it in there, believe me. It is more along the lines of the two plus two that I would like to see us expand.

Chairman **Hawkins**. It would seem to me that under the consortia agreements that we provide such could be done in the bill—that is in Title III on page 27, line 20, "To develop strategies which include business and industry as fully active partners in the consortia agreement."

That is not particularly the point but that does bring business in. There is no reason why under the broad consortia agreements of authority that the elements you spoke of could not sign such an agreement. But let me, before asking you how business may participate in that and also Mr. Lee might also respond, although he has already covered the technological aspect of it, whether or not the community colleges would find such a broad agreement desirable and would participate.

And I think also Mr. Brown may respond for the school administrators. It seems that there is nothing to keep those entities from getting together, supplying each component for which they are responsible in such an agreement with the final objective of encouraging the recruitment, retention and placing teachers on a much higher plane than what they are now.

Perhaps, Doctor Sheehan, you may like to respond for the community colleges.

Ms. **Sheehan**. From the community college perspective, I think it is a very important concept and exciting proposal. And I agree that we do look at the issues far too separately than we ought to. This is a partnership effort and it will take every segment working together. And I think we have taken some steps, but we certainly need to move more in this direction.

Chairman **Hawkins**. You see nothing in the proposal that has a bias against community colleges as a group or I want to make sure we have not provided any restrictions that would, in any way, discourage them or not provide their involvement.

Ms. **Sheehan**. There is the issue of clarifying the role of the community colleges and ifthe forgiveness program would include a placement in the community colleges. The loan provision that I spoke of years ago, allowed for deferment for my education if I taught grades K–12 as well as in community colleges. It is not clear from this bill that that would be the case.

And so there is an issue of clarity in terms of the role and what the funding would be that has us concerned. Because certainly, we want to join in a partnership and we do not think it can be effective without our strong participation.

Chairman **Hawkins**. Well, we will certainly take your advice under consideration. It was not the intent certainly, to limit the role of community colleges, because if we are talking about minorities, we certainly are talking about community colleges, because that is where you find them. And we certainly are not going to limit that in any way.

Do you agree then, Mr. Brown, with that, from your point of view?

Mr. **Brown**. I think it is clear to all of us that improved partnerships will add considerably to the effectiveness of all these programs. I would want to draw your attention again to an issue I made some reference to earlier. That if there is no opportunity for school districts—and many large school districts provide significant training programs for new and continuing teachers, the issue of retention of teachers is particularly important—that some kind of funding should be extended to those educational agencies and professional organizations as well, representing both school district interest as well as the professional organization.

If it is possible to include those agencies in partnership participation needs to be considered.

Chairman **Hawkins**. Now, returning then, Mr. Richey, to you and more specifically to the language I pointed out, "To develop strategies which include business and industry as fully active partners in the consortia agreements," it is not clear to me to what extent business would take advantage of that particular part of the bill and what they would bring to such an agreement.

I am aware of the fact that many times teachers leaving the system are leaving for attractive roles in business. Sometimes the opposite occurs that you have individuals, I think you referred to retirees, who leave business for teaching. I do not know whether or not you are suggesting some type of alternative certification or what you might be suggesting that would tie business more directly into recruiting and encouraging or providing more teachers to the system. And also, Mr. Lee, may be thinking of it.

Mr. **Lee**. Yes, I might comment on that and just kind of an aside from what I was talking about, most major corporations today are down-sizing. We are kind of faced with a profit crunch. So there are numerous incentives to encourage employees to retire early. And there are many, many talented individuals in those ranks.

In IBM, for instance, domestically, we have 40,000 people that are in the retirement age. Those people bring with them a multitude of talents, a familiarity with technology that most educators do not have. And I think while we offer incentives to those employees to participate in their communities as a retiree, I think Federal involvement in this program, this type of program, would bring you a wealth of talent into the teaching ranks.

Mr. **Richey**. I would like to add to that, that the age of the traditional retiree may, in fact, have been 65, but with what is going on now in industry, you are frequently finding people 47, 48 and 49 years old and around that area, maybe even sometimes younger, who, in fact, leave their business with a pension. They probably have established their life the way they would like it and could well afford to move into something they would very much enjoy, i.e. teaching. Teaching has no gray area. You either like it or you hate it.

There is no one who says, "It is just okay." If they are saying that, they will not be around long anyway. Many of the folks that I work with at Pacific Telesis, at IBM, through my association with the Industry Education Council, have voiced to me their intention to retire and go into teaching.

But what comes up is so many hurdles, keeping in mind, some of these folks have been out of school for the better part of 25 years, 20 years, even if they are in the 45 year range. They are going to have to beef up a bit. Although what skills they bring are incredibly high quality, they are not necessarily apt to walk in and take some of the tests that you would take walking out of a baccalaureate program and do maybe as well.

Adversely, they might do better. I am not sure. I have not taken those kinds of tests. But I think a cross pollination system is needed where we can bring retired people into the education system and maybe I could suggest this, and this is a plagiarized idea. As a matter of fact, I stole it from an IBMer. He had suggested that maybe we develop a program where industry would still recruit those black and Hispanic and other minority youth out of the baccalaureate programs.

But instead of mustering them off, hiding them away, teaching them our corporate culture and getting them out into the big picture, if you will, we hire them in June. We loan them to the universities in September as a full paid employee of our companies, to do two things, act as role models and to get their degrees, their Master's degrees. We continue that executive on loan capacity through the doctorate program or through their teaching credentialing time, where we could either get them through the Master's and the Doctorate program or into the field of education which we do with foundation grants from our corporations.

It sounds a little strange, but I have talked to many, many industry people about it and I have yet to hear one say, "We cannot afford to do that." The statement is, "We cannot afford not to do that." That is one way to give a minority individual who has to have some subsistence to get their family through it all and get them into the teaching profession or into a Master's or a Doctorate program.

That kind of creative, unique approaches are on the table. They need to be raised to a level where they're reviewed and recognized for what they can do. Doctor Solmon was right. All too many industry partnerships are feel good partnerships. We are totally opposed to feel good partnerships. Walking into a community college or a unified school district classroom and doing my once a year civic duty to speak to a class and walking out thinking I have done a great thing is an incredible sin.

Feel good partnerships should be squashed. Working active creative partnerships bring industry people into education, education people into industry, and work together. I have to say to the educators in this room, you are in the biggest industry in this nation. You may not like to be known as an industry, but in fact, the biggest dollar industry in this nation is education. Maybe some business strategies, maybe some bottom line orientation would help in your planning strategies. I think through that cross-pollination of industry and education, we can bring more people through the system. We can get more people, especially minorities into the teaching profession. And I think we have to take that on as a master charge.

Chairman HAWKINS. It certainly is an exciting idea. There are problems, obviously and——

Mr. **RICHEY**. Oh, many.

Chairman **HAWKINS**. [continuing] we have heard some of those problems before this committee. We had a devil of a time bringing parents into the classroom, as you know, but educators have accepted teacher aides, para-professionals and others. We also have problems with certification as to whether or not short-cuts to certification will be accepted by professionals.

I was thinking, offhand as you went through your discussion, whether or not we could consider bringing business people in as technical assistants or as consultants and, therefore, breaking ice mid-way rather than boldly bringing them in as certified teachers or as limited or alternative certified teachers and so forth. But we would like to explore that with you. I do not know that we have to do it today, but certainly I think it is something which does make the consortia idea that we have included in the bill even more practical and meaningful.

And after we get a broader opinion from the educational field itself, as opposed to industry, and I agree with your classification of education as an industry, there is some uniqueness there that, at least educators believe exist but it is an intriguing idea.

We certainly want to thank you for your contribution to the subject. I think today has been quite fruitful. And we, fortunately, did not get an outright negative opinion from anyone, I think today. And with as broad a selection as we have had, I think that is rather remarkable that all of us seem to be somewhat moving towards a consensus on the proposal. And we certainly will benefit from what you have done as witnesses before the committee. Thank you and that concludes the hearing.

[Whereupon, at 12:55 p.m., the committee was adjourned.]

HEARING ON H.R. 4130 AND H.R. 3909

THURSDAY, MARCH 15, 1990

House of Representatives,
Committee on Education and Labor,
Washington, DC.

The committee met, pursuant to notice, at 9:45 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Martinez, Owens, Hayes, Poshard, Unsoeld, Rahall, Washington, Petri, and Smith.

Staff present: Ricardo Martinez, legislative analyst; Barbara Dandridge, administrative assistant; and Beth Buehlmann, minority education coordinator.

Chairman **Hawkins**. The Education and Labor Committee is called to order. Under consideration this morning is H.R. 4130, the Twenty-First Century Teachers Act.

Inasmuch as we do have quite a number of witnesses, it is not the intent of the chair to stay around here until 3 or 4:00 this afternoon because we do have pending business in the House and may be interrupted.

I would suggest to the members that we try to proceed to hear from the witnesses to the furthest extent we possibly can ane let's try to direct or limit ourselves to maybe one very profound question, rather than a number of them. This way we can avoid making statements that are lengthy and leave time for the witnesses to have their presentations.

If we can confine ourselves primarily to that, we may be able to devote approximately one hour or a little bit over one hour to each of the panels, and not disadvantage the members of the third panel who usually are the ones who must sit around until 3:00 or 4:00.

Then the recorder tells me that she needs a break sometime during the day, and not wishing to be accused of being a slave driver, I certainly would like to give her, as well as the members, a break if we obviously are going to be around until 3:00. It's going to be very difficult to expedite the proceedings.

The chair will, therefore, ask permission to put his statement in the record in its entirety.

Mr. **Smith**. I simply have a statement for Mr. Goodling. I won't claim its profundity, but he asked me to——

Chairman **Hawkins**. Mr. Goodling's statement and all other statements will be put into the record at this point.

[The prepared statements of Hon. Augustus F. Hawkins and Hon. William Goodling follow:]

Opening Statement
of
Chairman Augustus F. Hawkins
Thursday, March 15, 1990

I want to welcome all of you this morning to our Full Committee hearing on H.R. 4130, the "Twenty-First Century Teachers Act", which we introduced on February 28th. On March 3rd we held a hearing on the bill, and I am happy to say that we received very favorable comments both on the policy direction and on most of the provisions contained in the bill. We received comments from the offices of the Superintendent of Schools; California State University System; Los Angeles Unified School District; California Community Colleges; Association of California School Administrators; Hispanic Association of Colleges and Universities; National League of Cities; University of California, as well as civic and business groups.

This week we are hearing from a full range of national organizations that represent individuals and systems which will be most impacted by our bill. In addition, my good friend, Mr. Goodling, has introduced H.R. 3909, the "Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and

Retraining Act of 1990", and we will also hear comments on his bill.

For those of you who haven't had an opportunity to see a summary of H.R. 4130, briefly:

- the Act creates a separate authority under the National Defense Student Loan fund for support of students who have committed themselves to teaching careers. These loans may be forgiven 100% if individuals teach between 3 - 5 years in designated schools;
- we provide funds for institutions of higher education to recruit and retain students who will choose teaching as a career;
- we provide funds for consortia arrangements between institutions of higher education and local education agencies to develop pre-service and in-service programs for school reform;
- we provide support for honoring excellent teachers at the local and national level.

This bill is based upon prior Committee efforts in this area, as well as on current efforts by our Senate colleagues. We have tried to streamline and focus resources on teachers and administrators. We have provided the maximum flexibility for local and state officials to design effective programs, but, at the same time, we feel that these provisions provide guidance and national leadership.

OPENING REMARKS
FULL COMMITTEE HEARING
TEACHER RECRUITMENT, TRAINING AND RETENTION
THE HON. WILLIAM F. GOODLING
March 15, 1990

Mr. Chairman, the issues that will be discussed today are important to the future of our nation's education system. Without sufficient numbers of qualified teachers, we cannot expect that the education our children receive will enable them to meet the challenges of the 21st century.

We need a well educated citizenry. All of us depend on it. Our standard of living, our productivity, our ability to compete in the world market, and our form of government depend on the quality of education our students are receiving.

Teachers are a very critical element in our system of education. They are the initial point of contact that our children have during their formal education. A good teacher can energize and motivate students to strive and to achieve beyond general expectations -- to reach their potential instead of being satisfied with "just enough".

Unfortunately, as we move toward the 21st century, we are faced with the possibility of a serious shortage of teachers. Projections regarding this shortage are made even more onerous when we consider where these shortages are likely to occur and in what subject areas. If we continue on the path we are now on, the situation can only get worse. The bills before us today are an attempt to get us on a different course. We need to find ways that will encourage students to enter teacher training programs and become teachers; that will encourage teachers to teach in inner cities and isolated rural areas; that will draw teachers into disciplines such as mathematics and the sciences, preschool and elementary teaching; and that will provide ways to keep teachers interested in the teaching profession and current in their discipline.

My support for these bills does not mean that I do not have some concerns. I am concerned that whatever we do, we not design such an inflexible system that we create barriers, rather than incentives, to entering teaching. Yes, we must look for ways to encourage teachers to work in economically disadvantaged and rural areas, and there should be a priority to minority and high achieving students, but overall, we must first attract as many individuals as possible into teaching.

Further, as in my bill, H.R. 3909, I think that we must emphasize professional development and inservice activities for those who are teaching in preschool and elementary grades. Much of what forms the basis of our students ability to read, write and compute occurs early in the educational process. If we do not provide the means to revitalize and upgrade the skills of those teachers in the early grades we will have missed an important opportunity.

I look forward to reading the testimony of today's witnesses and I hope that what I read will help move us ahead to meet these challenges.

Chairman Hawkins. The chair would like to introduce then the members of the first panel and as their names are called, I hope they will assemble at the witness table. Mr. Albert Shanker, President of the American Federation of Teachers; Mr. Gordon Ambach, Council of Chief State School Officers; Mr. David Imig, American Association of Colleges for Teacher Education; and Dr. Kala Stroup, Senior Fellow, American Association of State Colleges and Universities.

All of you are friends and most of you have testified before the committee before. The chair will apologize for not giving you possibly more suitable introductions, but I think everyone is fully aware of the credentials of the members that we have asked to testify and who have agreed to do so.

We'll start out then with Mr. Albert Shanker, President of the American Federation of Teachers.

STATEMENTS OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS; GORDON AMBACH, COUNCIL OF CHIEF STATE SCHOOL OFFICERS; DR. DAVID IMIG, AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION; AND DR. KALA STROUP, SENIOR FELLOW, AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES, PRESIDENT, MURRAY STATE UNIVERSITY, PRESIDENT DESIGNATE, SOUTHEAST MISSOURI STATE UNIVERSITY

Mr. Shanker. Mr. Chairman and members of the committee, I'm Albert Shanker, president of the American Federation of Teachers.

Our union, with more than 725,000 members nationwide, has a great interest in H.R. 4130, a bill which would reestablish a Federal role in the area of teacher training and recruitment. H.R. 4130 is a timely bill because of the scope of the impending teacher shortage. By offering the bill for consideration by this Congress, you are obviously aware of the need to do something to attract additional qualified people to the teaching profession.

Due to the extent of the teacher shortage, it must be said that, while Federal action is needed and welcomed by the AFT, neither the enactment of H.R. 4130 nor an unexpected decision by large numbers of college graduates to enter the teaching force is likely to produce enough qualified teachers to operate schools the way we do today.

This shortage of qualified teachers is an immediate problem that must be addressed, but nevertheless may present us with an opportunity to change the way schools now operate. Given the overall achievement level of our existing school system, as measured by the best indicators available of school performance, the impending teacher shortage should force us to rethink what our schools should do and what our goals for the future should be.

In the 1990s a shortage of qualified college graduates will force changes throughout society as well as in the way we staff schools at all levels. Current demographic projections tell us by the mid-1990s about 1.3 million teachers, or about half of the current teaching force, will leave the profession.

To replace those expected to leave teaching, we would need to attract 23 percent of each college graduating class into teaching for each of the next several years. If we want to attract our new teachers from the top half of the graduating class, it would take 46 percent of that group.

In 1982, only 4.7 percent of all college students indicated that they were heading for a teaching career; in 1985, 6 percent, and in 1988, 8.8 percent. These figures show modest improvement in teacher recruitment during a decade when education needs received tremendous publicity.

However, even if other sources of teacher recruitment are fully developed, such as alternative certification and former teachers returning to classrooms, and if the schools do somewhat better at attracting qualified college graduates than in the past, the current structure of education—with one teacher in every classroom talking to 25 or more students—can only be maintained by adopting lower entry standards for teaching. Something must be done to change that unhappy state of affairs.

If we try to maintain the existing system by lowering even today's minimal entry standards, we will do an injustice to the students of our nation. Educational performance must improve and only better qualified teachers working in a more efficient way can accomplish that goal.

The future structure of our schools must change, not only to accommodate a downsized teaching profession, but to educate young people for life in a rapidly changing economy and society.

We support H.R. 4130 with reservations. We think it is a bill which could help improve teacher training and recruitment if some changes are made in its structure. By and large, you have chosen the areas of greatest need on which to concentrate resources.

In-service training, sabbaticals, minority recruitment, and bilingual education are all areas that would benefit from increased Federal support. Tuition subsidies for students in four-year colleges, and for students enrolled in community colleges that have articulation agreements with four-year institutions, should generate new interest in teaching by individuals who are not now considering the profession.

In addition, however, the AFT believes there is a need to emphasize the potential for new teacher recruits among individuals currently employed by school districts.

One major goal of the AFT and of this committee is to increase the number of minorities entering teaching and to increase the retention rate of minorities in the teaching force. The AFT believes that a major source of minority teachers exists among paraprofessionals and other current school employees.

AFT has extensive experience in the creation of career ladders that have raised thousands of teachers out of the ranks of paraprofessionals. Any legislation designed to help recruit new teachers should allow funding of teacher education for individuals who already work in the schools.

It is our experience that teachers who come out of the school employee ranks start with an edge in experience and have a significantly higher retention rate than those who are new school employees. For example, in Baltimore more than 200 paraprofessionals have become teachers.

Their attrition rate is less than 5 percent while the normal attrition rate there is 10 percent. In New York City, over the past five years, 5,000 paraprofessionals have become teachers and they have less than a 1 percent attrition rate. The general attrition rate for New York City was 16.2 percent in 1986–1987. Developing new teachers from the ranks of classified school employees can pay big dividends to our school system.

Another feature of H.R. 4130 that the AFT believes needs to be changed is Title II—Financial Assistance for Institutional Recruitment and Retention. This title puts Federal money into traditional teacher training institutions with the hope that they will produce larger numbers of needed, qualified teachers.

We believe that all aid in this bill should be result-oriented. Accordingly, we ask the committee to add a provision to Title II that tracks the results of institutional support. We should know how many teachers this approach produces and how these teachers fare when taking the entry level teacher competency test that many states now require.

We ask that the purpose section of Title II be modified to include the word "qualified" before students, and that merely preparing to enter the teaching profession is not an adequate goal. This title should have as its purpose the preparation of teachers who can pass licensing exams and improve the pool of candidates seeking to enter the teaching profession.

The AFT believes that the funds in this bill should be targeted on individuals rather than higher education institutions. AFT urges that the authorization ceilings between Titles I and II be reversed.

You are aware, I am sure, that there is currently a move afoot to "restructure" education, to bring the management of teaching and learning to the school level so that teachers have the freedom to accommodate teaching practices to many different ways that students learn.

Its spokesmen, myself included, argue that our traditional factory model for school organization creates an environment that is actually unfriendly to student learning. Today's schools, as yesterday's, ignore most of what learning theory tells us about how students learn.

The regimented, lock-step character of today's schools limit teacher imagination and style, thus restricting teaching practice to a few set patterns. Accordingly, we are concerned about Sections 305(A) (1) and (2). I wonder what research findings are referenced in these sections.

AFT does not support locking professional development into a mold based on any one model. Many approaches are needed and experimentation should be encouraged. I doubt that we would ever say that any one approach is best for all teachers or kids. Promising research should be made available to schools and teachers as an aid to professional improvement, not as a straightjacket that all must fit.

This bill acknowledges the need to encourage restructuring: Title III—Professional Development Academies encourages school-based management and shared decision-making. Unfortunately, school restructuring becomes merely one of the many goals of this title.

I would like to make three specific suggestions: one, redefine the eligibility requirements for individual teachers, as well as the requirements in state plans, so that the sabbatical activities of scholarship recipients will be primarily directed at school-wide change.

Two, redefine the purpose of "professional development academies" to be the preparation of both new and experienced staff to restructure schools through shared decision-making.

Three, make school restructuring the highest priority activity for Title III activities rather than number five on a long list of possible activities.

AFT believes that H.R. 4130 relies too heavily on current arrangements and does little to create possibilities for new and more promising developments in teacher training and recruitment.

By leveraging most of the bill's activities through institutions of higher education, rather than allowing school districts to develop plans that best meet their needs, H.R. 4130 locks professional development into a mold that may or may not meet the challenges of the 1990s.

New programs in H.R. 4130 should aim at tapping the initiative and creativity of teachers and others in designing in-service programs.

I believe that these kinds of changes would make H.R. 4130 a truly significant initiative. The strategy outlined in H.R. 4130 could and should make a Federal statement about the need to create totally different schools from the ones we have known.

There is currently widespread recognition among the best education leaders that new dollars will be predicated on better results. I believe that the short-term start-up funds this bill could make available for school change would save us money down the road as schools begin to change the way they allocate resources and the ways teachers teach.

More importantly, the new Federal investment represented by H.R. 4130 must enable our schools to educate a literate, thinking, functional and democratic citizenry. The bottom line should be a better school system for all our children.

The effort to get the Federal Government back in the business of supporting teacher education and recruitment is strongly supported by the AFT.

Your emphasis on professional development is well taken, and we believe that focusing in-service training on activities that can have major impact, such as school restructuring, will pay dividends if more is done to involve teachers and local school districts in the development of programs.

This legislation is an important priority for the AFT. I thank Chairman Hawkins for his hard work and interest in this important endeavor. Tightening the focus and placing emphasis on the issues that will make or break public education in the 1990s will make H.R. 4130 an even better bill.

The teacher shortage about to hit education presents us with an opportunity to rethink the role and structure of our schools and to create a more humane and effective school system.

Thank you.

[The prepared statement of Albert Shanker follows:]

TESTIMONY OF ALBERT SHANKER
President, American Federation of Teachers, AFL-CIO
Before the Committee on Education & Labor
U.S. House of Representatives
Regarding HR 4130, Teacher Training and Recruitment
March 15, 1990

Mr. Chairman and Members of the Committee: I am Albert Shanker, President of the American Federation of Teachers. Our union, with more than 725,000 members nation-wide, has a great interest in HR 4130, a bill which would reestablish a federal role in the area of teacher training and recruitment. HR 4130 is a timely bill because of the scope of the impending teacher shortage. By offering HR 4130 for consideration by this Congress you are obviously aware of the need to do something to attract additional qualified people to the teaching profession.

Due to the extent of the teacher shortage, it must be said that, while federal action is needed and welcomed by the AFT, neither enactment of HR 4130 nor an unexpected decision by large numbers of college graduates to enter the teaching force is likely to produce enough qualified teachers to operate schools the way we do today. This shortage of qualified teachers is an immediate problem that must be addressed, but nevertheless may present us with an opportunity to change the way schools now operate. Given the overall achievement level of our existing school system, as measured by the best indicators available of school performance, the impending teacher shortage should force us to rethink what our schools should do and what our goals for the future should be.

In the 1990's a shortage of qualified college graduates will force changes throughout society as well as in the way we staff schools at all levels. Current demographic projections tell us that by the mid 1990's about 1.3 million teachers, or about one-half of the current teaching force, will leave the profession. To replace those expected to leave teaching, we would need to attract 23% of each college graduating class into teaching for each of the next several years. If we want to attract our new teachers from the top half of the graduating class, it would take 46% of that group. In 1982, 4.7% of all college students indicated they were heading for a teaching career, in 1985, 6% and in 1988's, 8.8%. These figures show modest improvement in teacher recruitment during a decade when education needs received tremendous publicity. However, even if other sources of teacher recruitment are fully developed, such as alternative certification and former teachers returning to classrooms, and if the schools do somewhat better at attracting qualified college graduates than in the past, the current structure of education — with one teacher in every classroom talking to 25 or more students — can only be maintained by adopting lower entry standards for teaching. Something must be done to change that unhappy state of affairs.

If we try to maintain the existing system by lowering even today's minimal entry standards we will do an injustice to the students and our nation. Educational performance must improve and only better qualified teachers working in a more efficient way can accomplish that goal. The future structure of our schools must change, not only to accommodate a downsized teaching profession, but to educate young people for life in a rapidly changing economy and society.

The AFT supports HR 4130 with reservations. We think it is a bill which could help to improve teacher training and recruitment if some changes are made in its structure. By and large, you have chosen the areas of greatest need on which to concentrate resources. Inservice training, sabbaticals, minority recruitment, and bilingual education are all areas that would benefit from increased federal support. Tuition subsidies for students in 4-year colleges, and for students enrolled in community colleges that have articulation agreements with 4-year institutions, should generate new interest in teaching by individuals who are not now considering the profession.

In addition, however, the AFT believes there is a need to emphasize the potential for new teacher recruits among individuals currently employed by school districts.

One major goal of of the AFT and of this committee is to increase the number of minorities entering teaching and to increase the retention rate of minorities in the teaching force. The AFT believes that a major source of minority teachers exists among paraprofessionals and other current school employees. AFT has extensive experience in the creation of career ladders that have raised thousands of teachers out of the ranks of paraprofessionals. Any legislation designed to help recruit new teachers should allow funding of teacher education for individuals who already work in the schools. It is our experience that teachers who come out of the school employee ranks start with an edge in experience and have a significantly higher retention rate than those who are new school employees. For example, in Baltimore more than 200 paraprofessionals have become teachers. Their attrition rate is less than 5%. The normal teacher attrition in that city is 10%. In New York City, over the past five years 5000 paraprofessionals have become teachers and they have less than a 1% attrition rate. The general attrition rate for New York City was 16.2% in 1986-87. Developing new teachers from the ranks of classified school employees can pay big dividends to our school system.

Another feature of HR 4130 that the AFT believes needs to be changed is Title II - Financial Assistance for Institutional Recruitment and Retention. This title puts federal money into traditional teacher training institutions with the hope that they will produce larger numbers of needed, qualified teachers. We believe that all aid in this bill should be result oriented. Accordingly we ask the committee to add a provision to Title II that tracks the results of institutional support. We should know how many additional teachers this approach produces and how these teachers fare when taking the entry level teacher competency test that many states now require. We ask that the purpose section of Title II be modified to include the word "qualified" before students and that merely preparing to enter the teaching profession is not an adequate goal. This title should have as its purpose the preparation of teachers who can pass licensing exams and improve the pool of candidates seeking to enter the teaching profession.

The AFT believes that the funds in this bill should be targeted on individuals rather than higher education institutions. AFT urges that the authorization ceilings between Titles I and II be reversed.

You are aware, I am sure, that there is currently a move afoot to "restructure" education — to bring the management of teaching and learning to the school level so that teachers have the freedom to accommodate teaching practices to the many different ways that students learn. Its spokesmen, myself included, argue that our traditional factory model for school organization creates an environment that is actually unfriendly to student learning. Today's schools, as yesterday's, ignore most of what learning theory tells us about how students learn. The regimented, lock-step character of today's schools limit teacher imagination and style, thus restricting teaching practice to a few set patterns. Accordingly we are concerned about Sections 305 (A)(1) and (2). I wonder what research findings are referenced in these sections?

AFT does not support locking professional development into a mold based upon any one model. Many approaches are needed and experimentation should to be encouraged. I doubt that we would ever say any one approach is best for all teachers. Promising research should be made available to schools and teachers as an aid to professional improvement, not as a straight jacket that all must fit.

This bill acknowledges the need to encourage restructuring: Title III — Professional Development Academies — encourages school based management and shared decision making. Unfortunately school restructuring becomes merely one of many goals of this title.

I would like to make three specific suggestions:

1. Redefine the eligibility requirements for individual teachers, as well as the requirements in state plans, so that the sabbatical activities of scholarship recipients will be primarily directed at school-wide change.
2. Redefine the purpose of "professional development academies" to be the preparation of both new and experienced staff to restructure schools through shared decision-making.
3. Make school restructuring the highest priority activity for Title III activities rather than number 5 on a long list of possible activities.

AFT believes that HR 4130 relies too heavily on current arrangements and does little to create possibilities for new and more promising developments in teacher training and recruitment. By leveraging most of the bill's activities through institutions of higher education, rather than allowing school districts to develop plans that best meet their needs, HR 4130 locks professional development into a mold that may or may not meet the challenges of the 1990's. New programs in HR 3140 should aim at tapping the initiative and creativity of teachers and others in designing inservice programs.

I believe that these kinds of changes would make HR 4130 a truly significant initiative. The strategy outlined in HR 4130 could and should make a federal statement about the need to create totally different schools from the ones we have known.

There is currently widespread recognition among the best education leaders that new dollars will be predicated on better results. I believe that the short-term start up funds this bill could make available for school change would save us money down the road as schools begin to change the ways they allocate resources and the ways teachers teach. More importantly, the new federal investment represented by HR 4130 must enable our schools to educate a literate, thinking, functional and democratic citizenry. The bottom line should be a better school system for all our children.

The effort to get the federal government back in the business of supporting teacher education and recruitment is strongly supported by the AFT. Your emphasis on professional development is well taken, and we believe that focusing in-service training on activities that can have major impact, such as school restructuring, will pay dividends if more is done to involve teachers and local school districts in the development of programs.

This legislation is an important priority for the AFT. I thank Chairman Hawkins for his hard work and interest in this important endeavor. Tightening of the focus and placing emphasis on the issues that will make or break public education in the 1990's will make HR 4130 an even better bill. The teacher shortage about to hit education presents us with an opportunity to rethink the role and structure of our schools and to create a more humane and effective school system.

Chairman **Hawkins**. Thank you, Mr. Shanker. The next witness is Mr. Gordon Ambach, Council of Chief State School Officers. Mr. Ambach.

Mr. **Ambach**. Thank you, Mr. Chairman and members of the committee. With your permission, Mr. Chairman, I would like to have my prepared comments put in the record, and rather than read them, I'd like to summarize the key points which we have made.

Chairman **Hawkins**. Without objection, that will be the order. Thank you.

Mr. **Ambach**. Mr. Chairman, and members of the committee, our Council very strongly supports H.R. 4130 with certain recommended changes that I will suggest. We believe that enactment of this Act and the incorporation, as I will state later, of certain provisions from H.R. 3909, is an extraordinarily important Federal action for this year.

The support of teachers, the recruitment and the preparation of teachers is, in fact, a long-standing activity supported by the Federal Government.

There isn't any question here as to whether there is an appropriate Federal role, and I would cite back into the GI bill, which was not designed explicitly for purposes of training teachers, but there were many, many teachers at the end of the 1940s and the early 1950s who came through that group.

The NDEA in 1958, of course, was explicitly directed toward the recruitment and the preparation of teachers, and the in-service training for teachers. So we have an established tradition, and I believe that the bill before you at this point is in that tradition. We very, very strongly support it.

Mr. Chairman, members of the committee, I'd like to make a very special point of the emphasis on the recruitment and preparation of minority candidates for teaching.

Nine of the organizations, most of which will be testifying today, have formed a Task Force on minority teachers, and with this field group, which represents elementary and secondary education, and the higher education secretariat, specific recommendations for increasing the numbers of minority teachers have advanced.

I've attached the recommendations of that Task Force to my testimony. I'll not detail them, but I would indicate that you have essentially incorporated the major features of those three parts of our recommendations in this bill.

I hope that you would give attention to the specifics of what we've suggested, and I would point out that I think this combination of elementary, secondary, and postsecondary advocacy is unique by way of what representation has been made on the importance of this issue and the necessity of incorporating these provisions in new legislation.

Now, Mr. Chairman, if I might offer a few constructive recommendations which we believe would improve this legislation, and I'll take them title by title.

Title I on the Loan Incentive Program: we suggest one very important change. Currently the provisions under this title would limit the factors of incentives for loans to students only after they have completed freshman and sophomore year.

In other words, forgiveness or cancellation features would not take effect until one was a junior or a senior. We believe that that should be changed, and given the other provisions of the bill, namely an expression of intent to teach and the commitments, of course, to teaching in order to have cancellation, that you should make eligible even those who are just beginning their postsecondary education.

Chairman **Hawkins**. Mr. Ambach, may I interrupt, and I hate to do that, but the reason we follow that is because in the Perkins Loan, that's the procedure, and the limitation. Are you suggesting that we open up that subject which we really are trying not to do because we felt we might get into other problems.

We'd open up the entire subject of the student loan procedure. Now, are you making that recommendation despite the fact that you are aware that that would possibly be the outcome of opening up the entire Perkins Loan procedure?

Mr. **Ambach**. Yes, Mr. Chairman, we are. Our deliberations on the issues of recruitment have led to the conclusion that the candidate for teaching should begin preparation right at the freshman year, or we will be at risk of losing some very talented, very able candidates.

Given the pressure on students at this point with respect to financing their collegiate education, unless we're going to provide incentives from the very beginning, we will lose a good edge that could be put in this bill.

I might go on then, Mr. Chairman, to a comment about Title II. Under this particular title, the administration of the program is through state education agencies. I would point out that there are both secondary institutions and postsecondary institutions involved in participation and properly so under Title II.

We believe it's very important that you look at the proposal which is in the Senate bill, particularly Senator Kennedy's, on the administrative arrangement for their teacher corps, something comparable here, and look toward a cooperative relationship of administration between state agencies at higher education and elementary and secondary education for purposes of handling the approval of plans and administration.

If I might make one other point on Title II, it tracks something that Al Shanker just said with respect to the way that plans should be set and reports provided on this title.

I think you should have an explicit provision in the plans, there should be a demonstration that the use of funds increases the number of candidates in any one of the programs, and especially with respect to an increase in the number of minority candidates.

If this title is used simply to support those who are already in place, it will not have achieved its purpose. I think you can do that by adding it to the criteria.

On Title III, one significant point of recommendation for change, but first, one commendation. The heaviest authorization you have placed on this title—and I think that is properly so—is the matter of providing for professional development of those who are in the field. That is of extraordinary importance.

We will not have reform, we will not have restructuring, we will not have change in the system unless there is a heavy investment in those who are already in practice, and so the authorization of 500 million here is right.

Now, one point by way of your provisions to divide these funds between discretion with the secretary and an allocation to the state and to the local consortium. In this bill, you have 20 percent set aside for the secretary, particularly to deal with interstate or international networks.

In our judgment, that is too high. That, in fact, you should put 95 percent of these funds directly into the consortium in the states between the local districts and the institutions and reserve but 5 percent for the secretary to deal with the special circumstances that we may have interstate or even international. That's where the emphasis should be placed.

That, mind you, would still be $25 million a year, a $100 million a year for that discretionary program out of $500, we believe, is far too high.

On Title IV, may I note simply our tremendous pleasure and delight in seeing ecognition of the program "teacher of the year," and we welcome the thought that there could be developed with Congress a special additional recognition for that program.

Now, Mr. Chairman, you invited that we might also comment briefly on the proposals of Mr. Goodling and H.R. 3909, and I have two brief comments about them.

The first is that the Title I of H.R. 3909 ought to be incorporated within the Title I of H.R. 4130. They've very similar purposes. We would recommend that you might earmark a certain portion of those funds under Title I of H.R. 4130 specifically for early childhood—those who were in early childhood development, those who would teach in that area—but do incorporate those concepts together.

Finally, with respect to Title II of H.R. 3909, there the concept is a bit different from anything else that you have in H.R. 4130, and so the recommendation would be that you might add the provision.

I urge this particularly because of the necessity of increasing the numbers of personnel in early childhood development and education. Hopefully in this session, there will be an H.R. 3, a major child care and early child development bill.

That together with the developments in the states and the localities of an emphasis on early childhood education will require an increase in personnel in this area, and I can't think of a more appropriate way to have some specification.

Mr. Chairman, and members of the committee, thank you for this opportunity. I will, of course, be very pleased to respond to questions after the panel is finished.

[The prepared statement of Gordon M. Ambach follows:]

COUNCIL OF CHIEF STATE SCHOOL OFFICERS

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TWENTY-FIRST CENTURY TEACHERS ACT (HR 4130) AND THE
AUGUSTUS F. HAWKINS EARLY CHILDHOOD AND
ELEMENTARY TEACHER PREPARATION AND RETRAINING ACT OF 1990 (HR 3909)

A STATEMENT OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS
BEFORE THE
HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR

PRESENTED BY
GORDON M. AMBACH
EXECUTIVE DIRECTOR

MARCH 15, 1990

President WILLIAM B. KEENE, Delaware Superintendent of Public Instruction • **President-elect** HERBERT J. GROVER, Wisconsin Superintendent of Public Instruction • **Vice President** JERRY L. EVANS, Idaho Superintendent of Public Instruction • **Directors** J. TROY EARHART, Rhode Island Commissioner of Education • H. DEAN EVANS, Indiana Superintendent of Public Instruction • EUGENE T. PASLOV, Nevada Superintendent of Public Instruction • WERNER ROGERS, Georgia Superintendent of Schools • LYNN O. SIMONS, Wyoming Superintendent of Public Instruction • CHARLIE G. WILLIAMS, South Carolina Superintendent of Education • **Executive Director** GORDON M. AMBACH

Mr. Chairman and members of the Committee:

I am pleased to testify today on behalf of the Council of Chief State School Officers (CCSSO) in strong support of the Twenty-First Century Teachers Act (HR 4130) and provisions of the proposed Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act of 1990 (HR 3909).

Our Council commends you, Mr. Chairman, and the members of the Committee for your leadership in developing these essential acts to strengthen elementary and secondary teaching in America. The quality of American education is absolutely dependent upon the capacity of those persons who choose the profession of teaching and upon the quality of the preparation they receive and the continuing staff development for which they have an opportunity. The nation's expectation for improving student performance over this next decade can be realized only if we significantly increase our national investment in those who teach.

These bills are most timely and they are within a strong tradition of a federal role supporting the recruitment and preparation of teachers. I cite two important predecessors. The first is the G.I. Bill; although it was not specifically identified as a teacher recruitment and preparation program, the G.I. Bill provided a major source of support for the post-secondary training of those who entered teaching in the late 1940s and early 50s. A second and more specific example is the National Defense Education Act of 1958. That Act provided loan forgiveness and specialized training programs for teachers in service. In many respects it is a model for the legislation you advance now. There can be little argument that the recruitment and preparation of teachers is a federal responsibility. There should be little argument about the necessity for a major new commitment of federal resources targeted in the manner you propose in these bills.

Therefore, Mr. Chairman and members of the Committee, I am pleased to express our strong support for H.R. 4130 and our hope that key elements of H.R. 3909 can be incorporated into H.R. 4130 as I will indicate in a moment.

We commend, especially, the provisions of H.R. 4130 which support the recruitment and preparation of talented minority candidates for teaching. Our Council is one of nine organizations which form the Task Force on Minority Teachers. I have been privileged to co-chair that Task Force. We have advanced recommendations to increase the numbers of minorities qualified for and serving in elementary and secondary teaching. These recommendations are, in large part, reflected in your bill. I submit for the record with my testimony the recommendations of the Task Force which have been adopted by the Forum for Educational Organization Leaders and the Higher Education Secretariat. The action of all these higher education and elementary and secondary education organizations is an unprecedented effort by the education community to unite in response to this extraordinary need. I believe, Mr. Chairman, you will hear reference to these recommendations from several persons testifying today.

Having stated our strong support for this legislation, may I suggest a few alterations which would strengthen the bill.

TITLE I--Loans Incentives for Teaching. We suggest one change in the provisions for these incentives. Under the proposed revision of Section 469(f)(2) Special Conditions, a student is not eligible to receive a loan from this special account unless the student has successfully completed two years of a program of undergraduate education. We recommend the two-year completion not be required. The tremendous need for financial assistance as an attraction for talented candidates to enter teaching can not wait until the third year of undergraduate study. So long as a candidate expresses intention to pursue a teaching career, the incentives of this bill should be available with the beginning of post-secondary study. Incentives to enter teaching must be substantial and they must start from the first days of undergraduate preparation for those who have determined they wish to teach.

TITLE II--Financial Assistance for Institutional Recruitment and Retention of Individuals Preparing to Enter the Teaching Force. Under this Title, funds are administered by a state agreement through a single state education agency. Agreements will involve both higher education institutions and secondary schools. Because of this important linkage of the institutions, the provisions for state agency administration should be established in a pattern comparable to that for a counterpart provision in the senate bills now before the Senate Committee on Labor and Human Resources. The bill should include a provision for a cooperative arrangement of administration between the state agencies with responsibility for elementary and secondary education and higher education.

TITLE III--Professional Development Academies. We commend, especially, the heavy emphasis on the appropriation for this Title. It recognizes that the key to reform or restructuring or strengthening elementary and secondary education today is in a heavy investment of professional development, particularly for those currently practicing the profession. We have one important recommendation. H.R. 4130 earmarks 20 percent of these funds for grants by the Secretary of Education. Such grants are, presumably, focused on interstate, or even international, networks. Such projects may be valuable, but an allocation of 20 percent of the funds is the equivalent of $100 million per year for this purpose. We believe that is not justified. The essential needs for professional development academies in the consortiums to be organized within the states. We recommend not more than 5 percent of the total funds be earmarked for awards by the Secretary with 95 percent of the funds available for consortia under Section 303(a).

TITLE IV--Teacher Recognition. We are delighted by the inclusion of the provisions of Title IV, "Teacher of the Year Recognition Act". This program which has been under way more than 3 decades has provided important state and national recognition of teachers. The opportunity to develop even greater recognition through a program developed with the Congress is most welcome and has our full support.

Mr. Chairman and members of the Committee, I comment briefly on the provisions of H.R. 3909. First, I strongly recommend incorporation of Title I into Title I of H.R. 4130 with an addition of funds authorized for appropriation and an earmarking for early childhood development and education programs. Second, I urge you add Title II of H.R. 3909 to the overall bill. We recommend these additions because of the critical importance of expanding availability of early childhood education programs, including, I note, the potential for congressional action on H.R. 3 and a significant new federal effort which links child care and early childhood education. The provision of special funding to prepare personnel for the expansion of early childhood education programs whether funded by the federal government, states, or localities is essential.

Mr. Chairman and members of the Committee, once again I express our deep appreciation for the opportunity to express strong support for your initiatives in recruiting and preparing elementary and secondary education teachers. I would be pleased to respond to your questions.

Attachment: Statement on Minority Teachers

TASK FORCE ON MINORITY TEACHERS

PROPOSED FEDERAL ACTION TO INCREASE THE NUMBER OF MINORITIES IN ELEMENTARY AND SECONDARY TEACHING

Statement of Need

The number of minority teachers in American elementary and secondary schools is declining, as is the proportion of minority teachers. The decline occurs at a time when the proportion of minority teachers to total teachers is significantly lower than that of the minority students to total students and a time in which the proportion of minority students, especially those at risk, is steadily increasing.

Urgent actions are needed at federal, state, and local government levels and by institutions of higher education to increase the numbers of minorities qualified for and serving in elementary and secondary teaching for the following reasons:

1. **To assure that a substantial portion of talented and qualified persons from all racial and ethnic groups are teachers;**
2. **To increase the number and proportion of minority role model teachers with special impact in helping minority students to succeed in education, at least through graduation from high school, and to pursue higher levels of education; and**
3. **To increase the number of minority teachers so that all elementary and secondary students will have experience with these role models, thereby advancing multicultural and multiracial understanding and appreciation.**

Proposed Action

National leadership is essential. Federal resources must be provided in partnership with states, localities, and institutions of higher education to support initiatives over at least a ten-year period. The proposed action includes three major parts. The first provides incentive awards for minority candidates in undergraduate and graduate study preparing to teach. The second provides support of programs and projects which introduce minority students in grades 7 through 12 to a teaching career. The third provides support for institutions of higher education, in conjunction with elementary and secondary schools, to enable minorities to use career ladders combining study and employment or make professional changes to enter teaching.

These provisions are not the sole means to solve the problem of increasing the numbers of minority teachers, nor are they considered to be the only steps needed to address the comprehensive problems of qualified teacher supply and demand in the United States. They are, however, the highest priority actions we now recommend.

A summary of the three parts of the proposal follows:

PROPOSED FEDERAL ACTION

I. Demonstration Programs to Increase Minority Candidates for Teaching in Elementary and Secondary Schools

Purpose:	To increase the number of minority candidates in undergraduate and graduate programs preparing to teach in elementary and secondary schools.
Eligible Recipients:	Institutions of Higher Education (IHE) compete for Federal demonstration grants administered by the State Education Agency (SEA) under an approved State Plan.
Description:	A 5-year demonstration program, authorizing $50 million federal funds annually, to be matched 50/50 by nonfederal funds and administered by the States. The Secretary of Education would allocate funds to states having approved plans which will increase the numbers of minority candidates in teacher preparation programs. Federal funds would be allocated among the states on the basis of the proportion of minority population of the state to the total minority population of the nation.

(Section I continued)

Each SEA with an approved plan would conduct a competition open to all public and private undergraduate and graduate IHEs, including community colleges, with approved teacher preparation programs. The SEA would select the most promising proposals which commit the institution to increase the number of minority candidates in its teacher preparation program. Priority would be given to institutions with records of success in enrolling and graduating minority students.

Continuation grants would be subject to annual reporting by the recipient IHE of progress made in achievement of the performance standards established in its project.

Grants to IHEs would provide incentive awards to students and the costs of administration and evaluation of demonstration projects. IHEs would make incentive awards to eligible students with a total value of $3500 a year for up to four full-time undergraduate years and $7000 for one full-time year of graduate study. Each incentive award would be used either as a "scholarship" or a "performance payment" or combination of the two as determined by the institution and student. For each student the part of the award used to support the cost of college attendance would be considered a scholarship. The amount could range from $3500 to zero for undergraduate students and $7000 to zero for graduate students. Students using the award for scholarship aid would have to meet the need criteria for eligibility for Stafford Loans under Title IV of the Higher Education Act.

The balance of the incentive award for each year would be reserved by the IHE in escrow for use as a performance payment(s) to be made at the end of each year of elementary and/or secondary teaching completed for which the candidate is obliged to serve.

Performance payments would be non-taxable. If candidates fail to complete their teaching obligation, their escrow accounts would revert to the program and be available for other candidates.

(Section I continued)

An incentive award would be in addition to any other federal, state, or institutional student aid for which the student is otherwise eligible but the part of the award used as scholarship together with other aid received in any one year could not exceed the cost of attendance in that year. It would not be considered "income" for purposes of calculating eligibility for student aid or taxes.

Incentive awards would be limited to candidates who are in good academic standing,who demonstrate their commitment to teaching by obligating themselves to complete at least one year of service in public or nonpublic elementary or secondary school for each year in receipt of an award as an undergraduate and two years of teaching for one year as a graduate student recipient. Award recipients who decide not to teach must repay the awards received with interest in lieu of teaching.

In any year the total potential demonstration grant to an IHE would be based on the proposed number of minority candidates to be increased over the number for the base year (1988-89) multiplied by $3500 per undergraduate or $7000 per graduate student year award. IHEs would have discretion as to the number of students, level of study and distribution of incentive awards among eligible students.

For administration of the State Plan and for evaluation of the demonstration projects, the state education agency would be authorized to use up to 5% of the state's allocation.

II. Introduction to Teaching

Purpose: To identify and encourage minority students in the 7th through 12th grades to aspire to and prepare for careers in elementary and secondary school teaching.

Eligible Recipients: Local Education Agencies (LEA) through State Education Agencies (SEA).

Description: Federal funds would support projects in local school districts which would include but not be limited to teaching career exploration programs, introduction to teaching partnerships of LEAs and teacher training programs,work-study, teaching assistant or tutorial programs, "future teacher" clubs or activities and special projects to prepare minority students for entry into teaching preparation programs.

Implementation: $25M per year would be allocated among states on the basis of the minority population percentage in each state to the total national minority population with no state receiving less than $50,000. States would award project funds on the basis of competitive applications from local education agencies.

III. Support Programs for Teaching Career Ladders or Career Changes to Teaching

Purpose: To attract minority candidates to careers in teaching elementary and secondary school who are in school support or paraprofessional positions, attending community colleges, or in occupations other than teaching and seek a career change to teaching.

Eligible Recipients: Institutions of Higher Education (IHE) in conjunction with Local Education Agencies (LEAs).

Description: A nationally competitive program to encourage IHEs together with LEAs to design and implement projects to encourage and enable minorities without preparation and qualifications to teach to have such preparation and gain such qualifications. Projects would include but not be limited to coordinated efforts of IHEs and LEAs for paraprofessionals to prepare for careers as licensed teachers while in paraprofessional practice, teaching career counseling services, public information recruitment

(Section III continued) activities, identifying promising minority students attending community colleges, and career reentry projects with special professional preparation arrangements.

Implementation: $20M per year administered by the United States Department of Education for nationally competitive IHE applications prepared in conjunction with LEAs and endorsed or commented on by the appropriate SEA.

April 6, 1989

Chairman **Hawkins**. Thank you, Gordon. The next witness is Dr. David Imig, American Association of Colleges for Teacher Education.

Dr. **Imig**. Thank you, Mr. Chairman. I appear today to speak in favor of H.R. 4130, the Twenty-First Century Teachers Act. I have a prepared statement for the record that I'd like to submit to you.

On behalf of AACTE and my colleagues in the teacher education community, I want to commend you for your leadership in developing and introducing this legislation.

We believe that it will fulfill many of the purposes outlined and will contribute to alleviating the shortage of minority teachers in the Nation's teacher work force.

While we believe that all components of the Twenty-First Century Teachers Act have merit, my comments today will be limited to Title II of this legislation, Financial Assistance for Institutional Recruitment and Retention of Individuals Preparing to Enter the Teaching Force, and the impact that it could have on the recruitment of minorities into teaching careers.

If we accept the premise that minority teachers can be an important influence in the education of all children and youth because they are able to bridge the language and cultural differences and interpret behavior in ways that teachers from other backgrounds may not, then we have much work before us to prepare the teachers we need for the future.

In 1987, a survey conducted by AACTE for teacher education found that racial and ethnic composition of our nation's K-12 enrollment is in startling contrast to enrollments in schools, colleges, and departments of education.

That is, the proportion of Black, Hispanic, Asian, and Native American elementary and secondary students is far greater than the proportion of these minorities enrolled in programs leading to teaching careers.

During the past three years, AACTE's members have reported an increase in teacher education student enrollments of more than 65 percent, but very little of that increase is by minority students.

We believe that Title II of the Twenty-First Century Teachers Act will help to address the problem. Schools, colleges and departments of education are anxious to implement recruitment programs such as those suggested in our publication, Recruiting Minority Teachers, which we have shared with members of the committee.

We think that providing modest grants to institutions of higher education to initiate and sustain recruitment programs, such as those described in Title II, and which has been endorsed by the FEOL/Higher Education Secretariat Task Force on Minority Teachers, of which Gordon Ambach spoke previously, is extremely important.

We recognize that recruiting targeted groups of individuals into a particular career is a complex and expensive process. Although some school districts, states, and institutions have developed projects to attract minority students into teaching because these programs are very costly in time and money, most institutions are neither able to sustain nor expand them.

The proposed awards to colleges and universities to design and implement minority recruitment projects will help us translate good ideas into successful programs.

Programs such as those described in Title II will make a difference, but even they will not be able to recruit a sufficient number of teachers for schools with rapidly changing ethnic populations.

A jarring, but true fact, is that the next generation of minority youngsters will be taught by teachers who are white, suburban and middle class, teachers who need to be far more sophisticated in their understanding of how various children and youth learn, how they are motivated, and how they can perform best in school.

All teachers need more understanding of what is now labeled multicultural education. For that reason, we urge that at least 10 percent of Title II funds be reserved to promote multicultural education for all prospective teachers, regardless of ethnic background, who are now enrolled in teacher education programs.

Any institution with an approved teacher preparation program would be eligible to compete for these awards, and we believe that this addition to Title II would be an excellent component and complement to the cultural awareness emphasis described in Title III.

Let me say that I am pleased to note the involvement of institutions of higher education in the design and operation of the professional development academies described in Title III. We are concerned about the suggestion that teachers can learn new content area through in-service programs, however, and we are concerned that teaching out-of-field is a serious problem in this country.

When an English teacher is given a few in-service courses in math and assigned a calculus class to teach, a shortage problem is addressed but both students and teachers are disadvantaged in the process.

Looking toward these kinds of shortcuts as a way to reduce teacher shortage works against professionalism in teaching.

Mr. Chairman, I'm pleased to see the attention of the preparation of professionals to work with pre-school children expressed in H.R. 3909, the Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act of 1990.

AACTE is concerned that well-intended, but unqualified persons, are being employed in child care facilities as teachers. To that end, we are conducting a major study of state policies in regard to the pre-service and in-service education of early childhood personnel.

When that study is completed later this fall, we will be pleased to share the findings with your committee.

Mr. Chairman, I am honored to have had the opportunity to share these views of the teacher education community with you and with members of the Education and Labor Committee. Of course, I'd be pleased to respond to questions that you may have.

Thank you.

[The prepared statement of Dr. David G. Imig follows:]

TESTIMONY PRESENTED

TO THE

COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

ON BEHALF OF

THE AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION

BY

DAVID G. IMIG
EXECUTIVE DIRECTOR

MARCH 15, 1990

Mr. Chairman, members of the Committee, I am David Imig, Executive Director of the American Association of Colleges for Teacher Education. I appear today to speak in favor of H.R. 4130, the Twenty-First Century Teachers Act. On behalf of AACTE and my colleagues in the teacher education community, I want to commend you for your leadership in developing and introducing this legislation. We believe that it will serve as a catalyst to enhance our pool of minority teachers by providing opportunities to those who have not previously been full participants in our education system.

While we believe all components of the Twenty-First Century Teachers Act have merit, my comments today address the significant impact Title II of this legislation--Financial Assistance for Institutional Recruitment and Retention of Individuals Preparing to Enter the Teaching Force--could have on the recruitment of minorities into teaching careers. If we accept that minority teachers can be an important influence in the education of minority children and youth, because they are able to bridge language and cultural differences and interpret behavior in ways that teachers from other backgrounds may not, then we have much work before us to prepare the teachers we need. A 1987 survey conducted by the American Association of Colleges for Teacher Education found that the racial and ethnic composition of our nation's K-12 enrollment is in startling contrast to enrollments in schools, colleges, and departments of education. That is, the proportion of Black, Hispanic, Asian, and Native American elementary and secondary students is far greater than the proportion of these minorities enrolled in programs leading to teaching careers. During the past three years AACTE's member colleges and universities have reported an increase in teacher education students of more than 65 percent, but very few of these students are from minority groups.

We believe Title II of the Twenty-First Century Teachers Act will help address this problem. Schools, colleges and departments of education are anxious to implement recruitment programs such as those suggested in AACTE's publication, Recruiting Minority Teachers. Providing modest grants to institutions of higher education to initiate recruitment programs--such as those described in Title II--has been endorsed by the FEOL/Higher Education Secretariat Task Force on Minority Teachers--of which Gordon Ambach spoke previously.

We recognize that recruiting targeted groups of individuals into a particular career is a complex and expensive process. Although some school districts, states and institutions have developed projects to attract minority students into teaching, because these programs are very costly in time and money, most institutions can neither sustain nor expand them. The proposed awards to colleges and universities to design and implement minority recruitment projects will help us translate good ideas into successful programs.

Programs such as those described in Title II will make a difference, but even they will not be able to recruit a sufficient number of teachers for schools with rapidly changing ethnic populations. The reality is that the next generation of minority youngsters will be taught by teachers who are white, suburban and middle class, teachers who need to be far more sophisticated in their understanding of how various children and youth learn, how they are motivated, and how they can perform best in school. All teachers need more such understanding of what is now labeled multicultural education. For that reason, we urge that 10 percent of Title II funds be reserved to promote multicultural education for prospective teachers, regardless of background, who are now enrolled in teacher education programs. Any institution with an approved teacher preparation program would be eligible to compete for these awards. We believe this addition to Title II would be an excellent complement to the cultural awareness emphasis described in Title III.

AACTE is pleased to note the involvement of institutions of higher education in the design and operation of professional development academies. However, we are concerned about the suggestion that teachers can learn new content areas through inservice. Teaching out-of-field is a serious problem. When an English teacher is given a few inservice courses in math and assigned a calculus class to teach, a shortage problem is addressed but both students and teacher are disadvantaged in the process. Looking toward these kinds of short-cuts as a way to reduce teacher shortages works against professionalism in teaching.

Mr. Chairman, Mr. Goodling, I am pleased to see the attention to preparation of professionals to work with pre-school children expressed in

HR 3909, the Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act of 1990. AACTE is concerned that well-intended but unqualified persons are being employed in child care facilities as teachers. To that end we are conducting a major study of state policies in regard to the preservice and inservice education of early childhood personnel. This study will be completed in the Fall and I would be happy to share our findings with this Committee.

Mr. Chairman, I am honored to have had an opportunity to share the views of the teacher education community with you and members of the Education and Labor Committee. I would be pleased to respond to any questions you may have.

Chairman **Hawkins**. The next witness on the panel is Dr. Stroup, Senior Fellow, American Association of State Colleges and Universities.

Dr. **Stroup**. Thank you, Mr. Chairman. Mr. Chairman and members of the committee, I would like to submit my written report for the record, and I'll only highlight a few points.

Chairman **Hawkins**. Without objection, that is the order.

Dr. **Stroup**. Thank you. I am pleased to have the opportunity to testify and to support the Twenty-First Century Teachers Act. For the last seven years I have served as president of Murray State University in far western Kentucky, an institution that was recognized by the Southern Regional Educational Board for establishing the education of teachers as the top institutional priority, and making substantial changes in the direction and the education of teachers.

Soon I will be moving to Southeast Missouri State University in Cape Girardeau, Missouri, an institution which was recently recognized by the American Association of State Colleges and Universities for developing innovative curricula and teacher preparation programs.

I have been intimately involved with the preparation of teachers and the recruitment of teachers for almost 20 years. On behalf of the colleges and universities long identified with teacher education, the original normal schools, I represent a set of state colleges and universities throughout the Nation that are terribly interested in all of the items that are listed in your Twenty-First Century Teachers Act.

In 1983, we formed a Task Force on Excellence in the Nation's schools and identified areas where we felt we needed to do some work in order to improve.

We also singled out some priority areas in which we needed your help and the need for a national program that addressed the concerns of attracting and retaining talented students, especially minority students.

We also felt a need for a national program and assistance in strengthening professional development programs for teachers in school settings, and we also identified the need for developing innovative approaches for the preparation of teachers in rural areas and the way to establish new partnerships for schools and the recognition of teaching as a profession.

Needless to say, all the components of H.R. 4130 really do address all of our needs and our concerns. We applaud you for taking this important step.

We know, along with the rest of the panel, in day-to-day operation that there is, indeed, a teacher shortage, and the attraction and retention of greater numbers of qualified and caring teachers is our highest priority, but the dependency on loans, rather than scholarship funding, has caused a very unhealthy imbalance in student aid funding for all students.

Our primary policy objective is to reverse that trend and to make more grants and scholarships available to students and programs such as the Pell Grants and specific higher education programs, such as the Paul Douglas Teacher Scholarship program. Title I, which is the Loan Incentives for Teaching, at least assists us in doing that.

We would suggest more specifically that you do a number of things. One is that we support amending part E of Title IV of the Higher Education of 1965 Act rather than adding new provisions to existing programs.

We feel it's especially important to establish a new capital contribution using separate funds and we are especially supportive of the bold, new "Expedited Cancellation" provision. It's very important with these students for them to be able to make a distinction between a loan program and one in which there are forgiveness provisions.

The other thing is that a number of our states have tried loan forgiveness programs, and for many of them, it has been limited to practicing within or teaching within the states.

We want to support the major distinction in H.R. 4130 in this loan forgiveness program because students then will be able to see teaching opportunities outside the state where they borrowed the loan funds.

There are a couple of other points that I want to highlight just quickly. One is that I am supportive of the 125 percent of the aggregate amount of loans to be cancelled being returned to the institution as an incentive to offset our administrative costs, and to promote the program with our perspective students.

This will help us promote the program, and also help us underwrite the heavy administrative cost of administering such a program. I would also encourage you to consider providing a special allowance on loans being administered by institutions to help us offset administrative costs and also to set aside a percentage in addition which would help us disseminate information to perspective students, and to encourage students to take advantage of these loan programs.

One of the things that we have found is that on such loan forgiveness programs, it's very important to educate the public, and to educate the students often as early as the beginning years in high school, so it's very important that we have funds to do so.

We're also supportive of Title II and also want to say to you that we have a long-term investment in the statements that you have made and the things that you are trying to promote in Title II.

In my experience in Kentucky, utilizing desegregation funds for similar purposes validated that the recruitment and encouragement of minority students has to begin early in middle school years, and that it takes a long-term investment.

So, I would encourage you to support institutions and to support this program over the long term, so that we will see the results which will be long-term in coming.

In addition, the linkage programs with community colleges really do provide greater numbers of students entering teaching professions. We have found that in a number of our programs in Kentucky and Missouri, and especially among the non-traditional students.

We would encourage you to keep this component where the institutions are supported in linkage programs between community colleges and state universities.

Needless to say, we would also suggest allocation formulas which would at least give each state minimum funding for such programs.

We're also supportive of Title III and the teacher recognition program of Title IV and as colleges and universities affiliated with the American Association of State Colleges and Universities, we view teacher preparation as central, not peripheral to our mission.

We applaud your initiatives and we want to support in whatever way we can, including assisting you in writing specific languages in parts of the bill, and we, as AASCU, consider the National schools as our top national priority and will assist you in any way possible for the enactment of this particular legislation.

Thank you for the opportunity to testify today.

[The prepared statement of Dr. Kala M. Stroup follows:]

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American Association of State Colleges and Universities

Testimony

Given By
Dr. Kala M. Stroup
President
Murray State University (KY)
and President-Elect
Southeast Missouri State University
and Senior Fellow, AASCU

before the
House Committee on Education and Labor
regarding
Twenty-First Century Teachers Act (H.R. 4130)

March 15, 1990
Washington, DC

on behalf of
American Association of State
Colleges and Universities

Mr. Chairman and Members of the Subcommittee:

I am pleased for the opportunity to testify on the proposed **Twenty-First Century Teachers Act (HR 4130)**. I endorse and applaud your efforts to focus the nation's attention and resources on constructive efforts to strengthen the teaching profession and improve the nation's educational enterprise.

For the last seven years I have served as President of Murray State University in far western Kentucky, an institution which was recognized by the Southern Regional Education Board for establishing the education of teachers as a top institutional priority. And soon I will be moving to Southeast Missouri State University in Cape Girardeau, an institution which was recently recognized by American Association of State Colleges and Universities for developing the most innovative curricula in teacher preparation programs in 1989. Both universities are active members of the American Association of State colleges and Universities, whose members are committed to assisting the nation's schools and who provide a majority of the nation's teachers.

On behalf of the colleges and universities long identified with teacher education, I am pleased with the provisions of the **"Twenty First Century Teachers Act"** . The goals of AASCU institutions remain compatible with those of the public schools and, in fact, with the goals of our society at large. AASCU institutions pioneered in expanding opportunities for minorities and working class families...in countless rural and remote areas of the country...we play a vital role in educating generation after generation of teachers.

In 1983 AASCU formed a **Task Force on Excellence** in the nation's schools and identified several areas that this Act addresses. Singled out as priority issues were: 1) the need for a national program that addressed the concern of attracting and retaining talented students, especially minorities, 2) strengthening professional development programs in school settings, 3) developing innovative approaches for the preparation of teachers to serve rural and urban settings, and, 4) establishing partnerships with schools. This Act addresses the concerns our universities have identified and have continually reaffirmed as important.

My comments focus on the provisions of the bill which I can relate to my experience as an educator for 30 years and the experience of the States of Kentucky and Missouri with state incentive programs for teachers. Both states have initiated programs with loans or loan provisions intended to recruit and retain prospective teachers.

Mr Chairman, I was most distressed to hear the Assistant Secretary of Postsecondary Education, Department of Education, say at a recent congressional hearing on SB 1676 that "While shortages may occur in certain states or local areas or in certain fields, there is no evidence of an overall teacher shortage now, nor does it appear that there will likely be one in the foreseeable future." Apparently the Office of Educational Research and Improvement of the same Department of Education would disagree with the Assistant Secretary. Projections of enrollment and teacher needs to the year 2000 made by the National Center for Educational Statistics indicated that there will be 4.3 million additional elementary and secondary students by the year 1998, and, 500,000 more classroom teachers! **I agree with the Chair who seems to accept the statement of projected need for teachers.**

The attraction and retention of a greater number of qualified and caring teachers in the education profession must command our highest priority. The dependency on loans rather than scholarship funding has caused an unhealthy imbalance in student aid funding for all students and our primary policy objective is to reverse the trend and make more grant and scholarship funds available to students in programs such as Pell Grants and specific higher education programs such as the Paul Douglas Teacher Scholarship program. Alternatively, I believe that the provisions of HR 4130 are valuable and essential to our nation's future workforce.

I heartily endorse the provisions of **Title I, Loan Incentives for Teaching**. The uses of funds as loan incentives would encourage the attraction and retention of talented students to the field of education without further adding to the loan burden of college students who intend to honor their commitment to enter teaching when they graduate.

More specifically, I support:

1. Amending Part E of Title IV of the HEA of 1965 rather than adding new provisions to existing programs. Especially important is 1) the establishment a **new** capital contribution using **separate** funds, and, 2) the bold, new "**Expedited Cancellation**" provision for those who enter teaching.

2. Expanding to $18,000 or $9,000 per year the maximum aggregate loan limits for juniors and seniors under Section 464(a)(2)(B) of the HEA of 1965 makes the impact of the "**Expedited Cancellation**" even more crucial for those who now hesitate to borrow more to

finance educational costs.

3. Making the major distinction between HR 4130 loan forgiveness provisions and many state programs which limit the ability of students to seek employment opportunities outside the state where they borrowed the loan funds. Critical needs exist across state boundaries and in many more geographical locations than presently qualify for cancellation under many existing state loan cancellation guidelines.

4. Allowing expedited cancellation for the performance of teaching service in critical needs areas in combination with schools defined as eligible under Chapter I current criteria is a positive provision. Adding new criteria for expedited cancellation provisions such as the newly designated schoolwide projects under section 1015(B) of the ESEA of 1965 is a thoughtful change. I **strongly endorse adding rural and geographically isolated schools as an expanded alternative for invoking the "Expedited Cancellation"**. This provision is strongly supported by AASCU. We would like to work with the Committee to develop criteria for the definition of rural and isolated **and even include urban as part of the definition** so that it acts to expand the list of eligible schools and boost the incentive for prospective teachers to make the commitment to teaching. We strongly believe that the distribution of teachers in rural and urban locations is a problem for which no real incentive has yet been developed. This bill offers one measure to acknowledge the problem.

5. Research on National Direct Student Loan borrowers who borrowed later in their college careers shows that they

felt more positive about such borrowing than students who borrowed during their freshman year. HR 4130 would not only reduce the chances of student default claims by avoiding the award of funds during the freshman and sophomore, most, "at risk" years but provide more aggregate loan funding to those most likely to enter teaching and fulfill the forgiveness provisions of the program. **I would ask that the deferment provisions available under the National Direct Student Loan programs and other loan programs would apply for HR 4130.**

6. The loan forgiveness provision of the National Defense Student Loan program of the 1960's is excellent testimony to the effectiveness of this initiative and of the ability of universities to administer such programs. I am supportive of the 125 percent of the aggregate amount of loans to be cancelled being returned to the institution as an incentive to offset some administrative costs and promote the program with prospective students. **I, however, would encourage you to consider providing for a special allowance on the loans being administered by the institution to help offset administrative costs. I would set aside a separate percentage in addition specifically for the purpose of disseminating information to prospective students.** No such provision now exists for the Perkins Loan program but a special allowance is paid on Stafford Loans. Institutions, unlike lenders in the Stafford Loan Program, originate the loan, hold the note, service the account including billing and collection, and maintain a record of all other transactions related to the borrower's account. In addition, the time and effort required to track

graduates after graduation will create an institutional workload burden which should be offset by such an allowance.

Title II. Financial Assistance for Institutional Recruitment and Retention of Individuals Preparing To Enter The Teaching Force is an essential and critical component of this bill. It provides financial assistance to institutions of higher education for programs to identify, recruit, retain students, especially minority students, to enter the teaching profession. My experience in Kentucky utilizing desegregation funds for similar purposes validated that recruitment and encouragement of minority students must begin early with the middle school years being important. In addition, linkage programs with community colleges provide greater numbers of students entering the teaching profession especially among non-traditional students. Funds to encourage universities and colleges to enter into long range partnerships yield more significant results.

I support the allocation of these funds to State Education Agencies on the basis of the criteria established by the Secretary which considers: **1) the number of institutions in the States that are HBCU and Hispanic-serving, 2) have prepared or are now preparing substantial numbers of teachers for service in rural schools or geographically isolated areas, 3) institutions which have the highest number of Pell Grant recipients, and, 4) institutions with articulation agreements to accept and honor credits awarded by community and junior colleges preparing students in a 2 year program of study in full satisfaction of the first 2 years requirements of that institution of higher education or institutions that are making substantial progress toward adoption of such an agreement.**

AASCU and I would be pleased to work with the Committee to develop the number of eligible institutions who might benefit from these criteria and to determine the distribution effect on the states. **I would ask you to consider an allocation formula which allowed a minimum level of funding for each state.**

The presence of a plan for recruiting and retention enhancements as a prerequisite for funding is a positive step which I support along with the reporting requirement that the Secretary submit to Congress, no later than 5 years after enactment, an evaluation of the effectiveness of the program.

I applaud the committee for its foresight in proposing Title III, the establishment of Professional Development Academies. The presence of a consortia as component of this bill is an excellent way to promote better coordination and communication among different types of institutions and entities outside higher education and across state boundaries and with foreign nations. Institutions of higher education and other eligible entities would be encouraged to work together to enhance quality professional training for our existing and future workforce and for our Nation's schools.

While I support the Professional Development Academies, I would like the Committee to consider allocating the funding more equitably between the State Education Agency and the Secretary of Education. The distribution could be 50% for the Local Education Agency to distribute and 50% for the Secretary of Education to allocate on a competitive basis among eligible applicants. I believe it is healthy to expect eligible applicants to provide evidence that the professional development academy will provide interstate, intrastate, international, or other exemplary programs. Consortia Agreements, I agree, should be approved by the Secretary of Education and regulations governing this provision also should be developed by the Secretary.

You have hit the nail on the head with provisions of the bill that expect funds to be used for support and inservice activities in areas of need, research and practice, upgrade of skills of teachers, recruitment and training of teachers, with the highest priority going to minority individuals and individuals serving in shortage areas as determined by members of the Consortia. It is important that you included school management, guidance, outreach to business and community groups as partners with expectations that intrastate, interstate and international networks be encouraged.

Decisions concerning the education of teachers and the continued professional development of teachers are the shared responsibility of the university faculty, practitioners, and other related professionals.

Years of successful experience in preparing teachers has convinced me that those who practice in the schools are partners in conceptualizing, planning, developing, and delivering teacher education programs. Likewise, the knowledge base of a profession, access to resource materials, and scholarly expertise all are found on university campuses. The recruitment and induction of new teachers and the continuing professional development of all educators can be conducted at highest quality levels when there is a partnership between the university and the practicing profession.

Title V, Teacher Recognition, represents a commendable initiative to identify exemplary teachers and provide them with national visibility for both the teacher and teaching as a profession. I applaud this effort to better recognize teachers and teaching. In addition, I believe there is ample room to recognize exemplary

teaching preparation programs which might serve as a prototype for emerging or continuing teacher education program. AASCU would be willing to assist the Committee in identifying such exemplary programs should the Committee adopt this recommendation. AASCU, annually, recognizes exemplary programs in eight categories including recruitment of minority students, partnership programs, and curricular reform.

HR 4130 has captured many of these principles and used them to stimulate legislation that might well be the first real serious action by a governing body to give substance to the current rhetoric about education as a national priority.

Colleges and universities affiliated with the American Association of State Colleges and Universities view teacher preparation as central rather than peripheral to their mission. AASCU applauds these initiatives and lend support to their enactment. We, AASCU, consider the nation's schools at the top of our national agenda.

Thank you.

Chairman **Hawkins**. Thank you. The chair would like to commend each of the witnesses for their very excellent statements. The chair, in compliance with the early admonition, would like to yield his time to Ms. Unsoeld.

Ms. **Unsoeld**. Thank you, Mr. Chairman. I did have one area I'd like to explore that Mr. Ambach brought up, and perhaps the others would care to comment.

You indicated a willingness to risk opening up some of the areas in order to change the type of incentive to get young people into the teaching profession.

Do you have a specific suggestion as to what that lure might be or how you would view an ROTC-type program where there would be some kind of competition or screening, and then, in exchange for the payment for the education for those young people, they would serve six years, eight years perhaps, some period of time in the teaching profession as a condition of getting those scholarships?

Mr. **Ambach**. Congresswoman, I would respond by way of saying that I think Title I of this bill is right on point. The acceleration of the loan program, that is the increased availability to undergraduates of the volume of loan, and the provision of cancellation at one-third which means over three years it would be completely cancelled, are very sound concepts.

My suggestion and my response to the chairman on his question about enabling a student as a freshman or sophomore to be able to take advantage of this program was a comment of risk. As the chairman recognized, if you open up the discussion about the use of the guaranteed loan program for two years for teachers, does it open it up so that you can't then close it.

The risk, it seems to me, that ought to be taken is that in this case we have an established need, we have an established tradition of the Federal Government to provide for explicit funding for those who ought to go into teaching, and what I'm urging is that we recognize that the availability of funding at the freshman and sophomore years for some students is absolutely critical.

I think that's the key move that ought to be made with this bill.

Ms. **Unsoeld**. Thank you.

Chairman **Hawkins**. Mr. Smith.

Mr. **Smith**. Thank you, Mr. Chairman. I want to try to sharpen the discussion here a little bit. I think there's a disagreement on this panel, and I don't want to draw the lines—I'll allow you to do that.

But basically, I heard at least one witness and parts of some of the rest of the testimony say we should aim at individuals, we should aim at restructuring, we should aim at giving schools more power, and I heard everybody else, without being unfair quoting, Mr. Ambach said it's a great tradition and this is keeping with that tradition and if we just do a little more tinkering around the edges, things are going to get better.

Now, I understand that analysis suffers from brevity, but the fact of the matter is, do you folks believe that this bill would allow a school district to train its own teachers should it decide to do that, using its own exceptional teachers, without any help from higher education, and if it does not, should it?

Chairman **Hawkins**. To whom is the question addressed, Mr. Smith?

Mr. **Smith**. Anyone of them.

Chairman **Hawkins**. Could you select someone because we——

Dr. **Stroup**. I'll be glad to address it.

Chairman **Hawkins**. We have a volunteer, fine.

Dr. **Stroup**. The partnerships between higher education and the school systems do leave a lot to be desired, and I think that what you have said in here allows for an encouragement of coming up with plans and coming up with ways in which those kinds of partnerships can happen.

I think that it's very important that the universities not be left out of professional development, mainly because we would hope that the universities who do your teacher education programs, and who hopefully do a lot of your research in the whole area of learning, would have something to contribute.

Mr. **Smith**. If I could, I would agree with that, but I would tell you one of the reasons that consortia have not worked, or have left a lot to be desired, is because the power is shared to the value of nobody.

I know of a program that is not institutionally based, that has been in business for 20 years, that is competency based, that is school based, that will not be served by this bill, and they train very good teachers and it concerns me.

Mr. Shanker.

Mr. **Shanker**. I share your concern. I think that most teacher training is going to continue to be done by traditional institutions and probably in traditional ways with some modifications. Nevertheless, if you take a look at medical education, you take a look at Harvard and McMasters and several other institutions around the world where they've taken medical schools and essentially notice that they have an entire medical education that's based on teams of students solving problems, real problems.

The evidence that's available now shows that the graduates of those institutions are better in many ways because they don't have to bring the diverse knowledge from separate courses to bear on an individual patient.

They learn in an interdisciplinary way in the first instance because they're dealing with a patient, and they have to start exploring different theories as to how to deal with that patient. Well, there is very little teacher education that exists which is problem based, teacher education suffers from the same faults as the education of students in most elementary and secondary schools.

That is, you sit and you listen and you take notes, and then four or five years later, you've got to pull out your books and sort of apply them. I would like to see this open up in such a way that other models would be encouraged.

I don't like the idea of having school districts hire their own people, train them, and then finally, put the stamp of approval on what they have done because I think that that will be driven by shortages.

A school district will say, well, we don't have people, they are going to hire people, and they are going to end up saying the people we hired in the first place are wonderful. I think you need controls.

I also think that there is intellectual content in professional training that goes beyond apprenticeship, and that is most likely to be provided in higher education or through cooperation with higher education.

I don't think this is just a craft where somebody stands next to a mentor and watches. You can learn how to handle a blackboard or do a few other things by watching somebody else, but you don't learn a series of alternative approaches and what the research says through that sort of thing.

But I would like to see this opened up from where it is now, and I think opening it up would challenge institutions of higher education to reach out much more than they are now.

Mr. **Smith**. My——

Chairman **Hawkins**. Well, thank you, Mr. Smith.

Mr. **Smith**. I was just going to say my time is up. If you could help me with some language, I agree absolutely with what you said, Mr. Shanker, and your concerns are clearly legitimate, but we need language and help in terms of how to change the balance of power in this equation, I think.

Mr. **Ambach**. Mr. Chairman?

Chairman **Hawkins**. Mr. Ambach.

Mr. **Ambach**. May I respond very briefly?

Chairman **Hawkins**. Yes.

Mr. **Ambach**. I've got to comment on the characterization of my remarks, which was not only brief, but I think uncharacteristic.

I made reference to the Federal tradition here, not to say that we ought to do exactly the same thing that has been done before, but around the debate that's going on in this town as to what the Federal Government should do or should not do just to establish the point that it's clear the Federal Government has had a role here and ought to have one.

Now specifically on your point, this bill has three different prongs to the approach, and it is very important to recognize them. One of them and the one with the most money is the one you were just talking about, and that's the professional development academies, and our strong support for it is that it's precisely locally oriented, and it requires the connection between local school systems and institutions of higher education.

If you want to see an up-and-going model of that, I would invite attention to the teacher center program in the State of New York, which is a flourishing program and which, indeed, does precisely what this bill is intending to do. It couples up the institutions and makes sure that the programs are very directly those that are most needed in terms of in-service development.

Title II deals with getting institutions of higher education into much more active recruitment and development programs, and, of course, Title I is to get the money to the student in the loan and in the cancellation, and to get that student into the program.

These are not inconsistent. These are, indeed, three prongs of a very important combined approach.

Chairman **Hawkins**. Thank you. Mr. Poshard. I'll call on the members in the order in which they arrived at the hearing this morning, rather than seniority. So, that is the rule that the chair seems to be following for the clarification of those who may feel that seniority is going to rule this morning. Otherwise, it's the early bird who gets the worm.

Mr. **Poshard**. Well, thank you, Mr. Chairman. I appreciate that, and when we walk out of the hearing, and Congressmen Owens and Hayes mugs me in the room next door for going in front of them, I'll point back to you.

Chairman **Hawkins**. I tried to help you out, now don't spoil it.

Mr. **Poshard**. Yes, thank you, sir.

I had a question similar to what Congressman Smith had already asked in the different testimonies between Mr. Shanker and President Stroup. I wanted to follow-up a little bit on the professional development academies.

I know of Murray State's work in teacher training. Many of your graduates are recruited actively by schools in my district in Southern Illinois, so I'm quite familiar with the work that you do there, and the work that you do so well. So, I just wanted to congratulate you on that.

I'm interested also, having worked in teacher training programs for a number of years, how we bridge this gap between the academic setting of the university in developing and providing for appropriate teaching training and how we incorporate the pragmatic flexible need of teachers to adjust their teaching style to the learning styles of students in the classroom.

They don't always mesh. You get a lot of theory from the academic institution sometimes, and that theory is taken and changed to meet the individual needs of teachers and students as they begin practicing in the classroom.

Do you see the professional development academy approach beginning to bridge that gap between the way the universities traditionally carry on teacher training and the more pragmatic needed approach that the teachers themselves bring? Is that what we're reaching for here?

Dr. **Imig**. I think we are. I think what is happening—and I was intrigued by Mr. Shanker's response to Mr. Smith's question—is that what we are seeing now is an entanglement between schools of education and local schools, and the professional development academy or the professional development school are really parallel to what we have identified in the profession of medicine as the teaching hospital.

I think we are going to see more and more development of teaching schools where, if you will, the pragmatic of teaching youngsters in K-12 settings is going to be the central focus of what takes place.

If you will, they're going to become halfway houses between universities and schools, and they're going to have a whole array of new functions. There's tremendous ferment in the profession of teaching right now, and it's around this coupling between higher education in K-12 schools. Carbondale happens to be one of the leaders in this.

Dr. **Stroup**. Yes, indeed.

Mr. **Poshard**. Thank you. Mr. Shanker, how do you see the teaching profession being incorporated into this? What do the teachers need to know or what access do they need to have into this kind of teacher training approach that we're talking about here with the professional development academies?

Mr. **Shanker**. I think the main issue that's addressed here, and it needs to be focused on, is the relationship of theory to practice, and what you have very often in the training process or the education process are youngsters who are taking professional courses in their second or third year of college, and they're not likely to go into a classroom for another couple of years except for practice teaching, which is very often—well, it's always useful, but it's artificial compared to really having the responsibility for managing a classroom.

Then, by the time a teacher does get into the classroom, the teacher is, on the first day, given full responsibilities. This is the only profession where a person has the same responsibilities the first day on the job that they will have 20 or 30 years later.

There is no internship program. So, what you have is the disconnectedness of theory on the one hand from practice on the other. You are thrown into practice immediately, and what you begin to do is to develop a bunch of defensive styles to figure out.

I mean, the first thing you've got to do is to make sure the kids aren't running all over the place. I think that it is very important that these programs be outcome based. That is, that we ask ourselves, "What does a teacher need to know and be able to do when this is all over," and not make the decision in advance that that means a certain number of credits here or that means this or that.

It may be perfectly possible for a school district without a formal relationship with an institution of higher education to employ people who are outstanding in the various theoretical fields and to build the training institution around a school without a formal relationship.

I'm not saying that's desirable or that that will end up being the model, but since we're searching, and we're trying, I don't want to—I think it would be undesirable to have legislation which essentially gives any institution a total veto power or an inability to try something which is fresh and new.

The way you control it is by saying that when this is all over, you want a teacher who knows whatever it is that teacher is supposed to teach in terms of subject matter, and who has got professional knowledge, and who is able to apply that in real and practical situations and there's got to be a way of assessing that.

It seems to me that that is what you want, and then, allow for a variety of different ways of delivering that.

Mr. **Poshard**. Thank you.

Chairman **Hawkins**. Mr. Washington, I think, was the next member to arrive this morning. Mr. Washington.

Mr. **Washington**. Thank you, Mr. Chairman. If it may be done without objection, I would merely like to join the chairman in thanking the members of the panel for offering us the insightful information they have this morning, and yield back the balance of my time.

Chairman **Hawkins**. Thank you, Mr. Washington. Mr. Owens.

Mr. **Owens**. Yes, I have a question which I would like to address to Mr. Shanker, and maybe Dr. Imig. I wholeheartedly endorse your crusade, Mr. Shanker, for the exposure of the failure of the long-term model that we've used, what you call the factory model of a teacher in front of the classroom, which has only be able to reach about 20 percent of the students.

Among the 80 percent lost, I might point out that we lose a lot of very bright students—more and more, we are losing very bright students who, in this age of television and videotapes and movies, are quite quickly bored by what you get in that factory model.

So, my question is, do you have a prototype operating anywhere in the country? Can you point to a prototype of the kind of school, the kind of classroom, the kind of desirable, optimum model that would deal with breaking out of this mold of the teacher lecturing to the class?

If you have such a model, to continue the question, do you foresee that it would involve much more personnel than just the teacher? Teachers would eventually be operating much like doctors with a whole cast of support personnel, the laboratory technicians, the media assistants, all kinds of people who would be supporting the teacher, and, therefore, that ratio that is inevitable in terms of the small numbers, small percentage of minorities who are going to be in the teaching profession can be offset somewhere.

No matter how you look at it, Dr. Imig is correct and most people agree that we're going to have mostly suburban, middle-class white teachers in classrooms, and a large majority of the students are going to be minorities.

One way to offset that would be to have more personnel in the school as assistants and lab technicians and other kinds of people who would provide some role models and help offset some of the problem of educating enough black teachers.

So, I would like for the two of you to address yourselves to that question. Really, we'd be addressing ourselves maybe to a bill to refine this bill, an amendment later on to refine this bill and talk about education personnel and ways to get more education personnel in addition to the first problem of getting more teachers.

Mr. **Shanker**. I think that those are two very key questions. First, I would like to say that I don't think that there are any models in the sense that you can go out there and say that that's exactly what you want duplicated all over the place.

There are some models in the sense that there are places that are doing things that move away from the factory model. For instance, there is a substantial expansion of cooperative learning across the country right now where students work with each other in groups to solve a common problem and through their discussions and probings are able to learn without the lecture system.

There are a number of places that successfully use technology. They can be looked at. There are an expanding number of ungraded primary schools where for three years kids are together and working in groups depending on where they are, so you don't have to ask the question, do I leave the kid back in kindergarten because he's not ready yet. He moves within that three-year block into different groups, so there are a number of these.

Outside of schools, and there are a few schools that are trying something like this, there are programs that resemble, let's say, the Boy Scouts and Girls Scouts where each kid is trying to pass certain tests and merit badges on his own with two or three other kids with resources in a place that he can reach.

Those are all different notions. They don't exist in a fully enough developed state to say that they're models yet, but they're ideas, and there ought to be dissemination of them.

I think your second point is absolutely critical in dealing with the whole question of teacher training and teacher recruitment. If you'll look at how many people are going to college, and if you'll look at the decline in that group, everybody in our society, business, education, the professions, and the military are going to be trying to get their share of the talent.

There is no way in which you can have a self-contained classroom with 2.4 million classrooms and a teacher in each classroom without having a huge number of classrooms within which there are people called teachers who shouldn't be there.

Therefore, we need to move towards something like a hospital, a differentiated staffing model. What about getting away from the lecturing, giving kids some responsibility for their own work.

Some can learn it by reading a book, some can do it by watching a videotape, others can do it by having a discussion, for some of them an older kid can help a younger kid within the school, but also, instead of a single teacher within a single self-contained classroom, certain teachers who would be at a higher rank, teachers at a different one, paraprofessionals, volunteers, a mix of technology so that kids are really working with a team of adults doing appropriate things.

I think that that's the answer to getting an adequate number of teachers and having those teachers in some contact with all kids. I think it is also a way of preparing people who are not now in teaching for such a career through a career ladder.

That is, the programs of paraprofessionals moving up could be vastly expanded. I think the answer to one of our key educational problems lies exactly in that concept and I really think that there ought to be funds that would encourage experimentations with models that are similar to how a law firm works, a hospital works, or how an engineering firm works.

That is, public elementary and secondary schools are one of the few institutions where you employ 2.4 million people all with exactly the same title and exactly the same functions without the notion that there be some sort of team concept and some sort of differentiation.

I also totally agree with you on the impact that this would have in terms of the employment of minorities in educational roles within schools, that the use of a team concept would increase minority employment and it would also increase the likelihood of their reaching the upper levels of that through career ladders rather than requiring that they do it instantly at the front end.

Chairman **Hawkins**. Mr. Hayes.

Mr. **Hayes**. Thank you, Mr. Chairman. I, too, want to commend the panelists for the contribution here and the statements they have given us. I have one question I want to raise. I admit it probably goes beyond the confines of the parameters of H.R. 4130, but I do think it's profoundly related, and I would like to get particularly the reaction from Mr. Shanker from AFT and the other panelists, too.

The teachers' salaries as an inducement to have a desire to be trained to become a teacher—it is much more financially rewarding to be a plumber than a teacher, as we well know.

I had an opportunity to visit and spend a little time surveying the educational system briefly with our chairman in Japan, and the esteem in which teachers are held in Japan as compared to ours, which is reflected in the salaries they received that, we are told they are one of the highest paid groups, professions in Japan.

It seems to me and my specific question is, I'm thinking currently about the current situation that exist here just west of us in West Virginia, where there's a strike involving the school teachers, and their salaries are very low, they tell me; I read about it.

Would a Federal minimum of teacher—a law setting out a Federal minimum teacher's salary be something that we ought to consider. We've talked about it, but there has not been any real legislation directed to this bill.

I realize the salaries come set by local boards, but which operate based on the tax base which they receive, but it's a combination of board, regional board, states, and Federal funds that ultimately wind up paying the salaries of teachers.

So, I just want to know if you think it might be helpful if we really concentrate on this in addition to 4130?

Mr. **Shanker**. Well, it's certainly an intriguing idea. Let me say that salaries in Japan are high and respect to quality of teachers are certainly very high, but part of that is gained at the expense of huge class size—45 kids in a class is not unusual.

If you had 45 in the United States, you could double teacher salaries, but I don't think teachers would want to make that exchange. In European countries, teacher salaries are about comparable to ours, but the prestige of teachers in those societies is very high, even though salaries are about the same, so they're not always linked.

I'd like to play around with the idea of a Federal, national minimum; however, I think that the difficulties in trying to figure out how to do it might end up with our not getting agreement.

For instance, do you do it on just the absolute—do you just create an absolute minimum no matter what? Is it related to cost of living in different states and regions? Is it related to the effort that a state makes or a locality makes; that is, would the Federal Government end up putting money into places where people prefer to use their money for other purposes? In which case, would you encourage others to not make as much effort if they can get some help?

Mr. **Hayes**. I realize there are a lot of variables that have to be——

Mr. **Shanker**. Yes, but I think it is worth thinking about it. It certainly is a key issue, and there's no question that, while money isn't the only thing, it is a very important thing to look at, but I'd ask you to look at one other thing.

Maybe you ought to think of legislation which gives teachers the access to a telephone and an office. I mean, if you think of people who are college graduates today, ask yourself, which college graduate will take a job if they don't have access to a telephone, a fax machine, and an office, something which is kind of the working conditions for people who deal with intellectual and information types of work.

That's another one of those things that ought to be considered.

Mr. HAYES. My time has expired before I got the response from——

Chairman HAWKINS. Thank you again—the chair thanks the witnesses. You've been very helpful to the committee. Your points, your recommendations, and mild criticisms at times, I think, are very constructive.

This is a framework of a proposal. We realize that we have a long way to go, and we certainly will be calling on each and every one of you and we appreciate your testimony before the committee today.

Thank you. That concludes this panel. The next panel will consist of Ms. Roxanne Bradshaw, National Educational Association; Mr. Frank Mensel, Vice President for Federal Relations of the American Association of Community and Junior Colleges; Dr. Beverly Glenn, Dean of the School of Education, Howard University; and Donald D. Gainey, Principal of West Warwick High School, Rhode Island, National Association of Secondary School Principals.

We welcome the witnesses. Your prepared statements will be entered in the record, and we will commence with Ms. Bradshaw.

STATEMENTS OF ROXANNE BRADSHAW, SECRETARY-TREASURER, NATIONAL EDUCATION ASSOCIATION; FRANK MENSEL, VICE PRESIDENT OF FEDERAL RELATIONS, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES; DR. BEVERLY GLENN, DEAN, SCHOOL OF EDUCATION, HOWARD UNIVERSITY; AND DONALD D. GAINEY, PRINCIPAL, WEST WARWICK HIGH SCHOOL, RHODE ISLAND NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Ms. BRADSHAW. Good morning, Chairman Hawkins, and members of the committee. Again, I take this opportunity to commend you on sponsoring this important piece of legislation, to address the pressing needs of teacher recruitment and professional development.

Over 130 years ago, the charter of the National Education Association dedicated the association to elevating the character of the teaching profession and advancing the cause of public education.

The importance of those goals has not diminished over the years. In fact, the need to address these issues today has reached crisis proportions.

We're very pleased that this legislation will provide resources to attract qualified individuals entering the teaching profession, and provide incentives to new and practicing teachers to work in geographic or curriculum areas where there are personnel shortages, and will support activities that enhance the skills and material resources of teachers, especially programs that emphasize the collaborative approach.

The National Center for Educational Statistics have projected that by 1992 only 64 percent of the demand for additional teachers will be met by the numbers entering the profession.

A most serious part of the problem of shortage, we believe, as the leadership of the National Education Association, the most serious shortage is the ever-decreasing numbers of minority teachers in the classrooms across this country.

The time when we are expecting the minority population to become the majority, we cannot afford to not have minority teachers entering the classrooms. It is a serious flaw that we will not have the role models in the classrooms which will provide the opportunity for children to make judgments, determine their future, and will not enable them to have an understanding of fairness and equity in this society.

The lack of those role models in the public school system, in fact, will directly affect how the children in our nation perform as citizens with this next generation.

Unfortunately, to address these shortages, many agencies, state agencies, and school districts may respond inappropriately under pressure by assigning teachers outside of their field of preparation, by recruiting persons from outside the field of teaching, persons who may, in fact, be without formal pedagogical preparation.

They may also respond by eliminating courses or reducing existing class offerings, and finally, they may even resort to holding split sessions in order to resolve this problem.

America needs more than just millions of persons willing to teach. Certification waivers and exemptions, and other shortcuts such as alternative certification, address only the economics of supply and demand.

America's schools need a strategy for reducing the teacher shortage that truly improves the quality of education consistent with national goals set by the White House and the governors.

NEA strongly supports the proposal in H.R. 4130 for federally supported academies that would serve a school district or consortium of school districts, and let me include in that statement, that when defining consortium, I'm talking about a definition that would include the members of the education community in an area.

One of the biggest problems teachers face is isolation in the classroom. Most teachers find it almost impossible to find opportunities to do research or to develop new materials or to gather information on effective teaching practices, and yet, a teacher's own peers may be among the most knowledgeable people in these areas.

The concept of teachers helping teachers, which guided the development of Professional Development Resources Centers authorized under Title V of the Higher Education Act, is an effective approach that deserves the support of Congress.

Any final proposal for a teacher academy, teacher center, or professional development academy should take into account the accessibility by teachers, in terms of both geographic location and time; resources for staff, materials, and equipment; opportunities for interaction among teachers, and interaction with other key resource people in the community, particularly higher education faculty, representatives of business, the media, and public agencies.

In addition, NEA supports Federal support for pilot projects to help schools implement site-based decision-making. There is a growing consensus that decisions affecting curriculum, materials, and other critical elements of educational quality should be made at the local level.

As schools begin to restructure in ways that give teachers more autonomy in the classroom and more flexibility to adapt to the needs and learning styles of individual students, the fact that teaching is a science, rather than an art, will become more evident.

NEA appreciates the committee's attention to teacher recruitment and education, and we will be happy to assist you in any way that we can. Thank you very much.

[The prepared statement of Roxanne Bradshaw follows:]

LEGISLATIVE INFORMATION

STATEMENT
OF THE
NATIONAL EDUCATION ASSOCIATION

ON THE
TWENTY-FIRST CENTURY TEACHERS ACT
H.R. 4130

SUBMITTED TO THE

COMMITTEE ON
EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

PRESENTED BY
ROXANNE BRADSHAW
SECRETARY-TREASURER

MARCH 15, 1990

KEITH GEIGER, President
ROBERT CHASE, Vice President
ROXANNE E. BRADSHAW, Secretary-Treasurer

DON CAMERON, Executive Director

Mr. Chairman and Members of the Committee:

I am Roxanne Bradshaw, Secretary-Treasurer of the National Education Association, which represents 2 million professional and support employees in public elementary, secondary, vocational, and postsecondary schools throughout the nation. I appreciate the opportunity to comment on H.R. 4130, the Twenty-First Century Teachers Act. And I commend Chairman Hawkins, Mr. Goodling, and other members of this Committee for sponsoring this important legislation to address pressing needs in teacher recruitment and professional development.

The charter of the National Education Association, adopted in 1857, dedicates the Association to elevating the character of the teaching profession and advancing the cause of public education in the United States. NEA members have pursued those twin goals for more than 130 years. The importance of those goals is clear. Next to the student, the classroom teacher is the most important element in the education process.

NEA supports federal efforts to address the pressing national teacher shortage and to help state and local education agencies assure that the skills and knowledge of classroom teachers are of the highest calibre.

We commend this Subcommittee for its attention to a broad range of needs related to the teaching profession.

NEA strongly supports federal legislation that will provide resources to:

- attract qualified individuals to enter the teaching profession;

- provide incentives to new and practicing teachers to work in geographic or curriculum areas where there are personnel shortages; and

- support activities that enhance the skills and material resources of teachers, especially programs that emphasize a collaborative approach.

Teacher Shortage

A 1985 study by the Department of Education's National Center for Education Statistics revealed a widening gap between teacher supply and demand. In the fall of 1986, there were 144,000 new teachers available for 165,000 positions -- a gap was 21,000 people. In other words, new teacher graduates would be available to fill only 87 percent of the demand. NCES projected that by 1992, the gap will be 78,000, that is -- new teachers would meet only 64 the demand for additional teachers. The number of college freshmen interested in teaching declined from almost 20 percent in 1970 to less than 5 percent in 1982. There are some indications that this situation is turning around, but it is unlikely our nation will ever again have such a large pool of individuals interested in entering the teaching profession.

The teaching shortage is really three separate problems: 1) a numerical shortage of properly certificated teachers in certain geographic areas, particularly in urban and rural school districts; 2) a shortage of qualified teachers in certain academic disciplines, and 3) a shortage of minority teachers.

Math and science are two key teaching fields with shortages that have received a lot of attention in recent years. But shortages also exist in bilingual education, special education, early childhood education, foreign languages, business education, industrial arts, English, agriculture, and other areas.

Unfortunately, many school districts deal with shortages in inappropriate ways. A 1986 NEA survey of 100 urban school districts revealed that where teacher shortages occur, 38 percent of the school districts would be likely to assign teachers outside their field of preparation, 38 percent would recruit people from other fields who had not been trained as teachers, 19 percent favored eliminating or reducing some courses, 12 percent said they would be likely to increase class size, and 12 percent said they might hold split sessions. Research suggests that the practice of recruiting non-certified teachers for shortage areas is even more common for rural school districts.

At the same time, the opening of a broad range of career opportunities for minorities and women has shifted the balance in America's classrooms. Today, the proportion of Black, Hispanic, Asian, and Native American school-age children is almost 30 percent, but the percentage of teachers from these groups is about 10 percent. According to data compiled by NEA and the Office of Education Research and Improvement in the Department of Education, more than 16 percent of school children are Black, but only 7 percent of the teachers are; some 9 percent of school children are Hispanic, but less than 2 percent of the teachers are. Asian and Pacific Islanders make up 2.5 percent of the school population but only 1 percent of the teaching force. Native American children comprise 1 percent of school population but only 0.6 percent of the teaching force.

Failing to address this shortage in qualified minority teachers will have profound academic and social ramifications for the United States. According to the Carnegie Report, A Nation Prepared: Teachers for the 21st Century, "Schools form children's opinions about the larger society and their own futures. The race and background of their teachers tells them something about authority and power in contemporary America. These messages influence children's attitudes toward their school, their academic accomplishments, and their views of their own and others' intrinsic worth. The views they form in school about justice and fairness also influence their future citizenship."

Addressing the shortages of minority teachers will help reduce the dropout rate and improve the commitment minority youth have to education. In a multicultural, multiracial society such as ours, a commitment to pluralism is necessary for both equal opportunity and economic survival.

The federal government cannot reduce the teaching shortage by itself. Clearly, inadequate compensation and lack of public regard for educators are two of the prime obstacles to significant reductions in the teaching shortage. But these shortages are truly a national problem, and NEA supports legislation to provide economic incentives -- through scholarships, loan forgiveness, paid sabbaticals -- and assistance with recruitment and other outreach programs to help address these shortages.

America needs more than just millions of persons willing to teach. Certification waivers and exemptions, and other shortcuts such as alternative certification, address only the economics of supply and demand. America's schools need a strategy for reducing the teacher shortage that truly improves the quality of education consistent with national goals set by the White House and the governors. If state certification and professional standards need to be strengthened, then the Association will work with the states to strengthen them. But that must be coupled with a commitment to stringent adherence to certification requirements.

Enhanced Role of Classroom Teacher

To meet the challenges of the next century, the United States must begin to restructure schools in ways that improve basic skills and go beyond the basics to higher order thinking. There is little consensus on a single, precise model for this restructuring, but most Americans agree that the role of the teacher will be more critical than ever. As the decision-making that affects our educational system is pushed down to the classroom level, parents and public officials need even greater assurances that teachers have the background, skills, and creativity to reach each student successfully.

Proposed federal legislation to enhance opportunities for teachers to share ideas and gain new skills and information is consistent with state efforts to improve and enhance inservice education. In Washington state, for example, the legislature recently authorized funding for 10 additional days for teachers beyond the school year for planning and inservice education. Many states now require participation in inservice education as a condition of continued employment.

NEA strongly supports the proposal in H.R. 4130 for federally supported academies that would serve a school district or consortium of school districts. One of the biggest problems teachers face is isolation in the classroom. Given the tremendous demands on a teacher's time during the regular school day and beyond -- teaching, noninstructional duties, extracurricular activities, grading papers, planning, etc. -- most teachers find it almost impossible to find opportunties to do research, to develop new materials, and to gather information on effective teaching practices. And yet, a teacher's own peers are perhaps the most knowledgeable people in all of these areas. The concept of teachers helping teachers, which guided the development of Professional Development Resources Centers authorized under Title V of the Higher Education Act, is an effective approach that deserves the support of Congress.

Any final proposal for a teacher academy, teacher center, or professional development academy should take into account accessibility by teachers -- in terms of both geographic location and time; resources for staff, materials, and equipment; opportunities for interaction among teachers; and interaction with other key resource people in the community, including higher education faculty and representatives of business, the media, and public agencies.

One key focus of teacher academies should be strategies for teachers to enhance their knowledge base and learn about new developments in such areas as math, English, government, etc. But these proposed teacher academies should not be limited to curriculum alone. Much of that need can be met and is being met, to a large extent, in the postgraduate study most teachers pursue in the evenings and during the summers. What teachers need most is access to materials and skills directly related to the work they do in the classroom -- appropriate to various ages, skill levels, and learning styles -- and consistent with the curriculum requirements of the state or school district.

For example, there are ample courses in colleges of education that address general issues in classroom management. But a more productive approach would be to offer workshops on classroom management as it relates to the discipline policies of the school district in which a teacher is working. Teachers may take courses in teaching mathematics at the elementary level in a college of education, but they would benefit more from courses that consider the specific texts and materials used in the school district. This need for workshops specific to the needs of the individual teacher is particularly acute on either end of the experience scale of teachers -- new teachers in their first few years in the classroom and more experienced teachers who are looking for new approaches to revitalize their classrooms.

In addition, NEA supports federal support for pilot projects to help schools implement site-based decision-making. There is a growing consensus that decisions affecting curriculum, materials, and other critical elements of educational quality should be made at the local level.

Teachers themselves, who are responsible for using those tools, should have an effective say in the selection. At the same time, teachers should have opportunities to work together to set local objectives, consistent with state and national goals, and to determine the best strategies for accomplishing those goals.

As schools begin to restructure in ways that give teachers more autonomy in the classroom and more flexibility to adapt to the needs and learning styles of individual students, the fact that teaching is truly an art, rather than a science, becomes more evident. No one can prescribe a precise formula for effective teaching. But there is much that teachers can learn from each other.

Americans are ready to move forward in efforts to make our public schools the best in the world. NEA appreciate this Subcommittee's attention to teacher recruitment and education, and we will happy to assist in any way we can.

Chairman **Hawkins**. Well, thank you, Ms. Bradshaw. The next witness is Mr. Frank Mensel, the vice president of Federal Relations, American Association of Community and Junior Colleges.

Mr. **Mensel**. Thank you, Mr. Chairman for this opportunity to testify on this very timely legislation. The two associations that I represent, the American Association of Community and Junior Colleges and the Association of Community College Trustees, have been following throughout this Congress a motto, a theme in everything that we've advocated, that our country has to build a world-class work force.

But this goal is unattainable, Mr. Chairman, unless we have world-class teachers leading the classrooms throughout this country. The grave problems that our country is facing from the changing demographics and the budget and trade deficits to the abuse of the environment, none of these will be solved without both a world-class work force and world-class teachers.

H.R. 4130, the Twenty-First Century Teachers Act wisely recognizes the potential of community colleges for helping turn out better teachers. I want to thank the earlier panelists for their references to bringing community colleges into the teacher development loop.

The community technical and junior colleges serve the majority of Americans who are starting college now. They also serve the largest enrollments of minorities and women. Mr. Chairman, I would like to include in the record a summary analysis of our enrollment data, which I have brought with me.

Chairman **Hawkins**. Without objection, the data referred to will be included in the record following Mr. Mensel's prepared testimony.

Mr. **Mensel**. Untold numbers of our older students would make marvelous teachers. Some of the panelists have alluded to this previously. Many of the older students we enroll are people in search of a second career, and many are older students who have deferred, actually, their first career choice, and having done so, I think many show a bent for public service.

This is reflected in the fact that community colleges are producing almost two-thirds of the Nation's registered nurses now. We applaud the emphasis of your bill, Mr. Chairman, on articulation.

A Florida legislator, who also happens to be a community college administrator, has pointed out to me that 65 percent of the classroom teachers, who now serve the elementary and secondary schools of that state, started their college studies in community colleges.

Yet in many of our states, our colleges still face articulation hurdles with four-year colleges that make it very difficult for the graduates to choose teaching careers.

When such graduates are faced with losses of lower division credit at the whim of faculty in the four-year colleges, they are likely to lean toward career choices that reward Bachelor's degrees and advanced degrees with higher pay, and on this concern, I certainly agree with what Congressman Hayes said earlier about the problem.

I did not use the word "whim" idly. The senior executive of one of the Nation's foremost accrediting bodies, when asked last month to describe in a word the present state of accreditation among American colleges and universities, called it "whimsy."

Higher education in this country has no problem more serious than articulation between the two-year colleges and the four-year colleges.

I want to thank Mr. Goodling, even though he is not here, for his introduction of H.R. 4045, as well as H.R. 3909. His Eisenhower Scholarship Program would help deserving sophomores complete bachelors degrees. It could become a rich source of teaching talent, and certainly such scholarships would help to reduce the articulation barriers between community colleges and senior institutions.

The great shortage of science and math teachers that our country faces, Mr. Chairman, would be less acute in our mind if the National Science Foundation had been doing more about undergraduate education.

President Bush's fiscal year 1991 budget refers to this problem, and I have quoted his budget in my formal statement, and I hope each of you will study his statement on the pipeline, the so-called pipeline effect very carefully.

Clearly, H.R. 4130 and H.R. 3909 address the pipeline problem. Because community, technical and junior colleges are the first colleges that most Americans attend, they constitute the largest piece of the pipeline.

They must be counted upon to play a primary role in upgrading the teaching profession from top to bottom. Community college enrollment jumped last fall by 300,000, now reaching beyond 5.5 million.

Community colleges are distinguished by faculty who pride themselves on being full-time teachers. Our teachers are classroom scholars in the best sense of the term. Hardly a week goes by in the city that someone doesn't stop me to tell me about the wonderful teacher they studied with in the community college.

When young students start in a typical community college, they find themselves in small classes, perhaps 20 to 40 students in a basic course, unlike so many university freshman courses that fill auditoriums.

We also applaud your emphasis, Mr. Chairman, on consortia and on professional development academies. Community colleges could be leaders in the development of both of those concepts.

There are lots of ways that community colleges can contribute to the advancement of teaching. Many of our campuses run their own day care centers, offering many students the taste of the joy of working with children in learning settings.

We should not overlook the myriad partnerships that community colleges have built with employers and industries. These training partnerships can be another source. They are largely an untapped source of enrichment for teachers.

Of course, our own colleges are drawing wonderful benefits from these partnerships, and I would hope, of course, that the rest of education would call upon our colleges to help expand these partnerships for the benefit of elementary and secondary teachers.

Mr. Chairman, I don't want to close without thanking you and Mr. Goodling for the leadership and the teamwork that produced

H.R. 7, the Applied Technology Education Act. It offers some very necessary landmark reforms in vocational-technical education.

Education, job training and the work force all would benefit from the stronger coordination of Federal incentives as envisioned in H.R. 7. Teaching would benefit as well. ACCT and AACJC thank all of the committee for their dedication and bipartisan leadership.

Thank you again.

[The prepared statement of Frank Mensel follows:]

ACCT

Joint Commission On Federal Relations

AACJC

Testimony

on

H.R. 4130, the Twenty-first Century Teachers Act
and
H.R. 3909, the Augustus F. Hawkins Early Childhood and Elementary
Teacher Preparation and Retraining Act of 1990

by

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Committee on Education and Labor
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March 15, 1990

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Mr. Chairman, your bill and Congressman Goodling's bill, both designed to bolster teaching in quality and career appeal and balance the demographic mix of the profession, could not be more timely.

My name is Frank Mensel, and it is my privilege to lead legislative affairs for the two organizations that speak for community, technical, and junior colleges nationally, the Association of Community College Trustees and the American Association of Community and Junior Colleges. I am the ACCT's Director of Federal Relations and AACJC's Vice President for Federal Relations.

It has been the motto of the two associations in almost everything that we have advocated in this Congress -- and perhaps in every initiative that we advocate in the 1990s -- that the United States must build a world-class workforce.

But even as we repeat that phrase, we know that that goal is not attainable unless the schoolrooms throughout the land are led by world-class teachers. In short, Mr. Chairman, we think none of the grave problems facing the country -- from the changing demographics to budget and trade deficits and the environment -- will be solved without both a world-class workforce and world-class teachers.

We are pleased that both H.R. 3909, the Augustus F. Hawkins Early Childhood and Elementary Teacher Preparation and Retraining Act, and H.R. 4130, the Twenty-first Century Teachers Act, recognize the potential of community colleges for helping turn out better teachers.

The potential is virtually boundless. This is true not solely because the community, technical, and junior colleges serve the majority of Americans starting college, nor because they serve the largest enrollments of minorities and women. It is true for a host of reasons.

Untold numbers of our older students would make marvelous teachers. Many are enrolled in community colleges in search of a second career. And many who come to our campuses as older students, having put off earlier career choices, have a bent for public service. This is reflected in the fact that community colleges are producing almost two-thirds of the nation's registered nurses.

I am told by educators in Florida that 65 percent of the classroom teachers who now serve the elementary and secondary schools of that state started their college studies in community colleges. Yet in many states our colleges still face articulation hurdles with four-year colleges that make it difficult for their graduates to choose teaching careers.

When they are faced with losses of lower division credit, at the whim of faculty in the four-year colleges, they are likely to lean toward career choices that reward bachelors degrees and advanced degrees with higher pay. I do not use the word whim idly. The senior executive of one of the nation's foremost accrediting bodies, when asked last month to describe in a word the present state of accreditation among American colleges and universities, called it "whimsy."

I want to thank Mr. Goodling also for his introduction of H.R. 4045, the Eisenhower Scholarship Programs that would help deserving sophomores to complete bachelors degrees. It could become a rich source of teaching talent. I also believe, Congressman, that such scholarships would help reduce the articulation barriers between community colleges and four-year institutions.

We all know that mathematics and science top the list of pressing shortages in the school systems in every state. There is no question in our minds that these shortages would be less acute if the National Science Foundation had been doing more for undergraduate education.

President Bush's FY'91 budget calls attention to this so-called pipeline problem, and the responsibility of NSF to address it. It provides this very succinct summary of the problem:

> "The 'pipeline' of young people that feeds the S&E workforce may not be adequate in either numbers or quality to provide the workers that will be needed during the next decade and beyond. Between 1980 and 2000, the number of 18-24 year olds will decline by 19 percent while the overall population will increase by 18 percent. Even if the historic average holds, and five percent of 18-24 year olds obtain S&E degrees, the resulting shortfall in the S&E workforce could reach into the hundreds of thousands. Moreover, many students with an expressed interest in science and engineering careers leave the pipeline before getting a degree in science and engineering. This is particularly true for underrepresented minorities. Currently Black and Hispanic children constitute 25 percent of our school children; by the year 2000 this percentage will rise to 47 percent. Yet it is these groups that are now the most underrepresented in the S&E workforce: in 1988, only 231 Black and Hispanic Americans earned doctorates in science or engineering fields (excluding psychology or the social sciences). Together, Black and Hispanic Americans constitute 20 percent of the Nation's population but only four percent of employed scientists and engineers."

Surely, H.R. 4130 and H.R. 3909 would help solve the pipeline problem. Because community, technical, and junior colleges are the first colleges that most Americans attend, they constitute the largest piece of the pipeline. And they must be counted upon to play a primary role in upgrading the teaching profession, from top to bottom. Enrollment in community college credit and degree programs jumped 300,000 in the 1989 fall term, reaching 5,565,000.

Community colleges are distinguished by faculty who pride themselves on being full-time teachers. Our teachers are classroom scholars in the best sense of the term. Almost every week, one or more professionals or executives in this city take the time to tell me that the best teachers they met in all their schooling were faculty at a community college they attended. When young students start in a typical community college, they find themselves in small classes, perhaps 20 to 40 students in a basic course -- unlike so many university freshman courses that fill auditoriums. This early contact with faculty who themselves love teaching can inspire the choice of a teaching career. In contrast with the research mode of universities, community college faculty are hired, retained, and tenured on their teaching performance. Our classrooms and faculty could be used to much greater advantage by school systems and universities alike; they offer fertile and practical laboratories for recruiting, mentoring, molding, and polishing teachers.

There are other practical ways that community colleges can contribute to the advancement of teaching. Many of our campuses run their own day care centers, offering many students a taste of the joy of working with children in learning settings.

The myriad training partnerships that most community colleges have built with local employers and industries are another largely untapped resource for teacher enrichment. Our faculty, of course, benefit greatly from these relationships, which often link them both with the best minds in industry and with state-of-the-art technology and equipment that few colleges or schools could afford. These minds include more and more Ph.D. scientists and engineers, for which industry has outbid the research universities. Community colleges should be asked to help make these partnerships more fruitful for elementary, and secondary teachers.

In conclusion, Mr. Chairman, many of these possibilities, many of these doors, would be opened by enactment of H.R. 4130 and H.R. 3909. We hope you will expedite the markup. You will find our colleges a willing partner in the development of these programs.

I cannot close without thanking you and Mr. Goodling for the leadership and teamwork that produced H.R. 7, the Applied Technology Education Act, offering landmark reforms in vocational-technical education. Education, job training, and the workforce all would benefit from the stronger coordination of federal incentives, as highlighted in H.R. 7. Teaching would benefit as well. ACCT and AACJC thank all the Committee for their dedication and bipartisan leadership.

Where America Goes to College

AMERICA'S COMMUNITY, TECHNICAL, AND JUNIOR COLLEGES

A Compilation of Selected Data
Prepared and Released Jointly by the
American Association of Community and Junior Colleges
and the
Association of Community College Trustees
February, 1990

INSTITUTIONAL CHARACTERISTICS

Number of Colleges

Community, technical, and junior colleges — as defined by the American Association of Community and Junior Colleges — are regionally accredited postsecondary institutions at which the associate degree is the highest credential awarded. In 1945–46 there were 648 such colleges, slightly less than 50 percent (315) were publicly supported. Today, there are 1,211 community, technical, and junior colleges of which only 12 percent (151) are privately operated.

College Size

In terms of enrollment size, community, technical, and junior colleges constitute a diverse set of institutions. Enrollments at public community colleges break down approximately as follows:

- 25 percent enroll up to 1,390 students,
- 25 percent enroll 1,391 to 2,766 students,
- 25 percent enroll 2,767 to 5,755 students, and
- 25 percent enroll 5,756 students or more.

Generally, private colleges are smaller:

- 25 percent enroll up to 334 students,
- 25 percent enroll 335 to 523 students,
- 25 percent enroll 524 to 946 students, and
- 25 percent enroll 946 students or more.

ENROLLMENT TRENDS

As the number of community, technical, and junior colleges have nearly doubled since 1945, enrollments have grown as indicated below.

TABLE ONE
Fall Head Count Enrollment
at Community, Technical, and Junior Colleges

Year	Public	Private	Total
1945	216,325	78,150	294,475
1955	683,129	82,422	765,551
1965	1,152,086	140,667	1,292,753
1975	3,921,542	147,737	4,069,279
*1988	5,109,338	136,507	5,245,845

*Estimated — Source: AACJC

STUDENT CHARACTERISTICS

Since 1970, the proportion of college and university students who are 30 or older has increased dramatically, especially for women. Government projections (Bureau of the Census) indicate that this trend will continue through the mid-1990s.

Community colleges enroll larger proportions of older students than higher education as a whole. The average age of students in the credit classes at public community colleges is 28. Fifty percent of the students are older than the traditional college age cohort (18 through 24).

Gender

The number of women attending community, technical, and junior colleges has grown rapidly. Accounting for only 40 percent of all students in Fall 1970, women accounted for 53 percent of all enrollees in Fall 1988.

Ethnicity

According to government figures for Fall 1986, minorities made up 22 percent of all students enrolled at community, technical, and junior colleges. Of the students enrolled in Fall 1986,

- 78 percent were Caucasian
- 10 percent were African American
- 7 percent were Hispanic
- 4 percent were Asian
- 1 percent were Native American

In terms of higher education as a whole, minorities are more likely to attend community, technical, and junior colleges than Caucasians. Enrolling only 36 percent of the nation's Caucasian college students, community colleges enroll 57 percent of Native American college students, 55 percent of Hispanic college students, 43 percent of African American college students, and 41 percent of Asian college students (Center for Education Statistics, 1988).

Student Educational Objectives

Community colleges enroll students with a wide range of educational objectives. In a national survey conducted for the Carnegie Foundation for the Advancement of Teaching, researchers asked community college students to indicate, "What is your primary reason for enrolling at this college at this time?" The students, often choosing two or more reasons, responded as follows:

- 36 percent indicated "preparation for transfer to a four year college or university."

STUDENT CHARACTERISTICS *(Continued)*

- 34 percent replied "to acquire skills needed for a new occupation."
- 16 percent answered "to acquire skills needed for a current occupation."
- 15 percent indicated "to fulfill a personal interest," and
- 4 percent said "to improve basic English, reading, or math skills."

(Source: Commission on the Future of Community Colleges, 1988.)

Students' educational objectives vary by age and curriculum. For example, 56 percent of the respondents who were 20 or younger indicated "preparation for transfer" as their primary educational objective, compared to only 16 percent of students 33 or older. As for curriculum, 50 percent of all students in liberal arts classes indicated they enrolled to prepare for transfer, compared to 24 percent of students in applied arts courses such as business, engineering technology, secretarial science, allied health, or criminal justice.

Transfer to Four-Year Institutions

Transfer rates are very difficult to come by, because they are not collected regularly by government agencies or by colleges themselves. Another problem lies in the inconsistent definitions and methodologies used when transfer rates are calculated.

Nonetheless, data from the "High School and Beyond" study shed light on the transfer phenomenon, showing that approximately 29 percent of the 1980 high school graduates who entered community, technical, or junior colleges by October 1983 transferred to four-year institutions by 1985. (See Table Two)

These figures must be considered in light of the fact that many students do not intend to transfer in the first place. Also, some students take a longer time to complete community college studies before transferring to a four-year institution.

TABLE TWO

Percentage of 1980 High School Graduates Who Entered Two-Year Community Colleges by October 1983 and Who Later Transferred to Four-Year Institutions, by Race/Ethnic Group

Race/Ethnic Status	Percent
Hispanic	23.45%
American Indian	30.23%
Asian	40.75%
African-American	18.35%
Caucasian	30.39%
Total	28.79%

Source: Brown, 1987, P. 5

How Students Meet College Costs

How do students at community, technical, and junior colleges finance their college education? Data released by the U.S. Department of Education in its initial report of the National Postsecondary Student Aid Study (NPSAS) address this question. Based on a national survey of undergraduate students enrolled in Fall 1986, as well as an analysis of financial aid records for those students, the report shows that student costs and financial aid usage vary greatly between segments of postsecondary education. Of all undergraduates, public community college students are least likely to receive financial aid, while proprietary school students are most likely to take advantage of aid programs.

Only a small minority (9 percent) of American undergraduates — regardless of the type of institution attended — rely solely on their parents for financial support. At public community colleges, students support themselves in a variety of ways, using a combination of financial aid, parental contributions, and their own earnings. Fully 80 percent rely at least in part on their own earnings.

Source of Support	% of Public Community College Students
Financial Aid and Parents Only	4%
Financial Aid Only	7%
Parents Only	8%
Financial Aid, Parents, and Student Earnings	9%
Financial Aid and Student Earnings	10%
Parents and Student Earnings	26%
Student Earnings Only	35%

Student participation in financial aid programs varies greatly, from 29 percent of those enrolled at public community colleges to 84 percent of those enrolled at for-profit institutions. The federal government is the largest source of financial aid, regardless of institutional type. (See Table Three)

Financial aid awards to public community college students are generally lower than awards to students in other institutions. The average award to full-time, full-year public community college students in Fall 1986 was $2,063, compared to $3,337 for undergraduates attending public, doctoral-granting four-year colleges. Full-time, full-year students at private, for-profit colleges received the highest average award: $4,025. Average awards by source of aid are presented in Table Four.

Overall, the Guaranteed Student Loan Program is the largest source of federal financial aid for American undergraduates, both in terms of the proportion of students receiving aid and the average amount of aid awarded. However, students at public community colleges are less likely than other undergraduates to take out student loans, perhaps due to the large number of part-time students enrolled.

TABLE THREE

Percent of Undergraduates Receiving Financial Aid
by Source of Aid
Fall 1986

Type of College	Non-aided	Federal	Source of Aid State	Institutional	Other
Public Colleges					
4-year doctoral	53%	36%	14%	14%	7%
other 4-year	53%	39%	19%	9%	6%
Community colleges	71%	20%	9%	6%	6%
1-year technical schools	48%	42%	14%	5%	8%
Private, Non-Profit					
4-year doctoral	39%	46%	21%	38%	11%
other 4-year	32%	50%	29%	42%	12%
Junior colleges	36%	48%	25%	29%	7%
Private, For-Profit	16%	81%	10%	4%	4%

Source: Korb and others, 1988.
Note: Percentages across rows may total to more than 100, because some students receive aid from multiple sources.

TABLE FOUR

Average Amount of Aid Awarded to Full-Time, Full-Year
Undergraduates for the 1986-87 Academic Year, by Source of Aid

Type of College	Federal	Source of Aid State	Institutional	Other
Public Colleges				
4-year doctoral	$2,970	$1,091	$1,531	$1,280
other 4-year	2,630	928	990	1,070
Community colleges	2,006	686	657	810
1-year technical schools	2,276	907	*	*
Private, Non-Profit				
4-year doctoral	3,843	2,047	3,601	2,581
other 4-year	3,394	1,884	2,319	1,881
Junior colleges	2,926	1,434	1,776	1,806
Private, For-Profit	3,631	1,826	2,182	2,701

Source: Korb and others, 1988
*Too few cases for a reliable estimate.

TABLE FIVE

Percent of Undergraduates Receiving Financial Aid, by Source and Type of Institution: Fall 1986

Type of College	Pell Grants	SEOG	Source of Aid NDSL	Work Study	GSL
Public Colleges					
4-year doctoral	17%	5%	8%	4%	22%
other 4-year	21%	6%	7%	6%	20%
Community Colleges	12%	3%	1%	2%	6%
1-year technical schools	30%	2%	2%	3%	18%
Private, Non-Profit					
4-year doctoral	13%	8%	14%	9%	34%
other 4-year	19%	10%	12%	11%	38%
Junior Colleges	28%	5%	4%	5%	32%
Private, For-Profit	47%	10%	8%	1%	67%

Source: Korb and others, 1988.
SEOG – Supplemental Educational Opportunity Grants, NDSL – National Direct Student Loans, GSL – Guaranteed Student Loans.

FACULTY

Since the early 1970s, the proportion of community college faculty members holding a doctorate has increased from 6 percent in 1973 to 27 percent in 1984 for men, from 5 percent in 1973 to 13 percent in 1984 for women. However, the master's degree is the predominant credential, with 59 percent of male faculty holding a master's degree and 61 percent of the women for the year 1984.

ADMINISTRATORS

A national study of college presidents (Green, 1988) as well as data collected by AACJC, yield the following profile of community, technical, and junior college chief executive officers:

- Women comprise approximately 10 percent of all community college presidents and campus CEOs.
- Almost half of all Hispanic college presidents in the United States are at community colleges.
- The median age of the community college president is 52, compared to 55 at four year institutions.
- Of the nation's community college presidents, 40 percent hold the Ph.D. and 40 percent hold the Ed.D.
- A majority (71 percent) of community college presidents hold graduate degrees in education, compared to only 33 percent of the presidents at four-year colleges and 7 percent of the precidents at doctoral granting universities.
- Of the nation's community college presidents, only 5 percent have served at their current institution for over 20 years; 52.5 percent have served for five years or less.

TABLE SIX

Highest Degree Held by Community College Faculty Members

Men	1973	1984
Bachelor's or less	11%	13%
Master's	74%	59%
First Professional (law, medicine, other)	3%	7%
Ph.D. or Ed.D.	6%	27%
Other doctorate	1%	1%
None, other, no answer	5%	<1%
Women	**1973**	**1984**
Bachelor's or less	13%	14%
Master's	73%	61%
First Professional (law, medicine, other)	4%	11%
Ph.D. or Ed.D.	5%	13%
Other doctorate	1%	<1%
None, other, no answer	4%	<1%

Source: El-Khawas and others, 1988.

GOVERNANCE

The nation's 1,060 public community, technical, and junior colleges are governed by over 600 boards of trustees. Board members are lay people, serving as volunteers without compensation in almost all states.

The public community, technical, and junior colleges in 18 states are governed by state boards. Of these state boards, 16 are appointed and two are elected.

In 27 states, public two-year colleges are governed by local boards of trustees. These boards are appointed in 12 states and elected in 15 states. These states also have a state board with coordinating responsibilities.

Three states, Colorado, Georgia, and New York, have a state board governing some of the colleges and local boards governing the others. In all three states the state board is appointed. The local boards are appointed in New York and elected in Colorado and Georgia.

Alaska and South Dakota do not have any public community, technical, or junior colleges.

Trustee Characteristics

In a recent survey of governing board members in states with local boards, 41 percent had served from two to five years, 27 percent from six to ten years, 13 percent from 11 to 15 years, 11 percent more than 16 years, and 8 percent one year or less.

Regarding education of local board members: 20 percent had master's degrees, 20 percent had bachelor's degrees, 18 percent had Ph.Ds or professional degrees, and 15 percent had completed some postgraduate work.

Local board members have a variety of occupations: 41 percent are professionals, 20 percent are managers in business or industry, 14 percent are retired, 8 percent are in sales or service, 6 percent are farmers, 5 percent work in the public sector, and 3 percent are homemakers.

Local board members were found to be 71 percent men and 29 percent women. Ethnic background was 90 percent Caucasian, 7 percent African-American, 1 percent Hispanic, 1 percent Asian, and a little less than 1 percent Native American. In age, 33 percent were 50 to 59, 32 percent were over 60, 22 percent were 40 to 49, and 13 percent were less than 40.

INSTITUTIONAL FINANCE

Revenues

States continue to be the largest source of revenue for community, technical, and junior colleges. Revenue sources for 1987-88 break down as follows:

State Appropriations	52%
Local Government	23%
Tuition/Fees	17%
Federal Government	4%
Other	4%

The percent of revenues accounted for by federal funds continues to shrink, declining from 8.3 percent in 1985-86 to 6.9 percent in 1986-87, and 4 percent in 1987-88. Conversely, the percent of revenues accounted for by state funds continues to increase, rising from 48.5 percent in 1985-86, to 49.2 percent in 1986-87, and 52 percent in 1987-88.

Expenditures

In terms of expenditures per full-time equivalent student, community, technical, and junior colleges devote more than half of their resources to instruction and student services.

TABLE SEVEN

Expenditures Per FTE Student, 1985-86, at Public Two-Year Institutions

Purpose	Dollar Amount	% of Total
Instruction	$2,107	50%
Administration	874	21%
Student Services	379	9%
Research	4	0.1%
Libraries	122	3%
Public Service	83	2%
Plant Operation & Maintenance	508	12%
Scholarships	93	2%
Mandatory Transfers	57	1%
Total	$4,222	100%

Source: Snyder, 1988.

Tuition and Fees

Community, technical, and junior colleges are the low-cost avenue to higher education. Students can cut the cost of their college education by attending a community, technical, or junior college during the freshman and sophomore years. Table Eight details recent trends in annual required tuition and fees, as determined by the College Board (1989).

TABLE EIGHT

Average Charge for Tuition and Fees 1988-89

Two-Year Colleges:	
Public	$ 787
Private	4,564
Four-Year Colleges:	
Public	$1,566
Private	7,693

Source: The College Board, 1988.

TABLE NINE

Mean Monthly Income of Persons with Varying Educational Attainment, by Gender and Ethnicity

Educational Attainment	All Persons	Men	Women	Caucasians	African Americans
Bachelor's Degree	$1,841	$2,455	$1,148	$1,881	$1,388
Associate Degree	1,346	1,755	959	1,367	1,158
Vocational Certificate	1,219	1,822	923	1,248	980
Some College, No Degree	1,169	1,534	799	1,213	862
High School Diploma	1,045	1,510	684	1,080	768
High School Dropout	693	973	453	734	513

Source: Bureau of the Census, 1987.

THE ASSOCIATE DEGREE

Number of Conferrals

Between 1974-75 and 1985-86, the number of associate degrees awarded annually rose from 360,171 to 446,047, an overall increase of 24 percent.

Four broad subject areas account for approximately 78 percent of all associate degrees awarded: business and management (26.6 percent); liberal arts or general studies (23.4 percent); health sciences (15.1 percent); and engineering technologies (13.2 percent).

Gender continues to be an important factor in students' choice of academic major. In particular, women are more likely to enroll in allied health programs while men are more likely to enroll in engineering related fields.

Economic Value

Data from the Bureau of the Census (1987) compare the earnings of adults with different educational credentials and provide a rare national insight into the incomes of associate degree recipients. The data substantiate what has long been taken for granted: the higher the academic credential, the higher the average income. Overall, associate degree recipients earn 29 percent more than high school graduates who do not continue their education. In comparison to individuals who complete some postsecondary education without earning a credential, associate degree graduates earn 15 percent more.

Associate degree holders clearly have an advantage over people who do not complete a postsecondary credential. Students who attend college without earning a bachelor's degree would do better to finish an associate degree program rather than leave college without a credential. (See Table Nine)

COMMUNITY-BASED SERVICES

Community service programs at community, technical, and junior colleges increasingly focus on the job-related and literacy needs of area residents as opposed to recreational and avocational interests. Job-related community service programs include:

- short-term vocational classes (offered at 94 percent of all public community colleges);
- continuing education for professionals (offered at 94 percent of all public community colleges);
- customized job training (offered at 75 percent of all public community colleges).

Customized job training — offered on a contractual basis to local businesses and industries — is one of these colleges' fastest growing community service programs. Another rapidly growing area is adult basic education, now offered at 73 percent of the nation's public community colleges. (Cohen, 1987)

SOURCES

All data (except in the section on Governance) in this compilation was extrapolated from the July 1988 report, "Where America Goes to College," released by the American Association of Community and Junior Colleges. The data from the section on Governance was compiled by the Association of Community College Trustees.

Chairman **Hawkins**. Thank you. I would suggest that we take a five-minute recess and would hope that members plus others, who are members of the committee, will be persuaded to come back. I am confident they will.

Dr. Glenn, I apologize, but this is easier than interrupting you in the middle of your statement. The committee is in a five-minute recess.

[Brief recess was taken.]

Chairman **Hawkins**. The committee is called to order. At the time the committee recessed, Mr. Mensel had just concluded his remarks.

The next witness is Dr. Beverly Glenn, Dean, School of Education, Howard University. Dr. Glenn, we welcome you as a witness before the committee.

Ms. **Glenn**. Thank you very much. I'm here in support of the Twenty-First Century Teachers Act, H.R. 4130. As Dean of the School of Education at Howard University, it is with great pleasure that I support efforts to increase the number of young people entering the profession and the numbers of minorities entering the profession.

I am encouraged by the notion that this committee realizes that if the Nation is to take seriously its duty to educate every student, nothing short of a declaration of emergency will suffice.

If we are clear that every student should finish twelve years of schooling with the ability to read, write, compute, think critically, and possess saleable skills, an investment in teachers and potential teachers is key.

The people who decide to become teachers are special. They have decided to be of service to society. No one becomes a teacher to make money, but, it makes no sense for the society to make teachers suffer tremendous hardships in order to render service.

The number of new teachers entering the profession every year has declined from 300,000 in 1970 to about 100,000 in 1985 according to the National Governor's Association.

Historically black colleges and universities like Howard enroll about 50 percent of the Nation's black graduates in teacher education while accounting for only 7.9 percent of the 1,250 institutions awarding bachelor's degrees in education. Hispanic youth are clustered in fewer than 2 percent of the higher education institutions.

The decline in the number and percentage of minority graduates entering the classroom has occurred because of the loosening grip of discrimination in employment and the lower numbers of minorities going on to college.

Traditionally, teaching has been a route out of poverty into the professions. Second generation college graduates become something other than teachers because their teacher mothers discourage them from entering the classroom.

However, among the entire population of new teachers, more report having fathers who have done graduate work than older teachers according to the National Education Association.

The decline in the percentage of minorities entering teaching has also come about because 45 percent of blacks in higher education and 54 percent of Hispanics enrolled in higher education are at two-year colleges.

It is imperative that these students, most of whom are attempting to get A.A. degrees, be recruited into four-year institutions and into teaching. Most black males in postsecondary education are in two-year colleges and proprietary schools.

Interestingly enough, it costs about the same to get a bachelor's degree in teaching as it does to get a bachelor's degree in business. Yet, two young people, entering the work force with identical levels of debt, get vastly different returns on their investment in an undergraduate education.

Some newly minted teachers from the School of Education at Howard have been offered a grand total of $18,000 to start in some states. Some young people from the School of Business at Howard have had $47,000 and $51,000 starting salary offers with bachelor's degrees.

If we set aside for a moment the notion that those who become teachers do so in order to change society, what would make someone want to become a teacher if the results of four years of college were a heavy debt to be paid from a meager salary.

The Twenty-First Century Teachers Act would make it easier to become a teacher for those who had the inclination. This legislation would convince those who have considered teaching that the Nation values highly the sacrifice and services of teachers.

After all, who will we find to replace the approximately 50 percent of teachers who will become eligible for retirement within the next 5 to 10 years? By 1995, approximately 1 million classroom vacancies must be filled according to data from the American Association of Colleges for Teacher Education.

Who will fill these vacancies, by whose leave, under whose auspices and with which criteria becomes important. It is clear that more minorities and men should be recruited, inducted and retained in the profession.

Only about 5 percent of the Nation's 2.34 million teachers are minorities, and that percentage is decreasing, while the percentage of minority students is approaching 34 percent of the total student body.

While minority teachers are essential to the self-esteem and expectations of minority youngsters, minority teachers are also necessary to reduce the racial isolation of white children.

White children and children of color need to see adults of every hue in the full range of roles and responsibilities that the society can offer.

Once these 1 million teachers are in the classrooms, constant support, mentoring and on-the-job training are necessary if these professionals are to be retained. Teaching in a city or suburb is more challenging, more difficult, and more thankless than ever.

For example, Nick Paley, head of teacher education at George Washington University, cites the statistic that 73 percent of first year teachers in New York City quit by Christmas. According to National Education Association data, only about 20 percent of newly minted teachers want to teach in cities.

Only about 16.9 percent of the teachers in big city school systems report living within the attendance area of the school in which they teach. The next round of big city teacher and administrator retirements may be more than problematic.

The nation must invest in any and all inducements for teachers to work in big cities and rural areas. These are the areas where the need for the highest caliber teacher is greatest.

The quality and caliber of teachers that urban, rural and minority children face is more important than ever if the Nation is to take seriously its duty to educate every citizen.

The quality of schooling that poor and black children receive has a very large impact on their life changes. In the late 1960s and early 1970s, researchers concluded that schooling made no difference, that family background was a major determinant of success.

James Coleman, the most famous of school effects scholars, concluded that academic achievement was determined by the number of books in the home, parents level of education and the like.

However, in what I call "Coleman's Caveat," the researcher noted the power impact that school has on the life chances of black children. Quote from Coleman:

"The schools do differ, however, in the degree of impact they have on the various racial and ethnic groups. The average white student's achievement is less affected by the strength or weakness of his school's facilities, curricula, and teachers than is the average minority pupil's."

To put it another way, the achievement of minority pupils depends on the schools they attend than the achievement of majority persons on to. This indicates that it is for the most disadvantaged children that improvements in school quality will make the most difference in achievement."

If Coleman is correct about the impact of high quality schooling on black children, why is it that the majority of uncertified teachers practice in center city schools?

Why is it that more than 50 percent of the mathematics teachers in urban school districts have neither been trained nor certified in mathematics?

Education research over the last 10-11 years has alerted us to the existence of schools which work well for poor and minority children regardless of family background or socioeconomic status. This committee has had a major role in seeing that that research is disseminated.

Those schools which are effective in teaching poor and minority children depend on a dedicated and well-trained cadre of teachers who believe that every child can learn.

If we are not to lose another generation to miseducation, every one of the Nation's teachers must be able to participate in professional development or retooling of some sort. Recall that I said that 50 percent of them are eligible for retirement. That does not mean that they will retire.

Those who don't retire must be retrained to face new circumstances. We all know that new circumstances—mothers working, divorce, children having children, drugs, babies born addicted to drugs will show up in somebody's classroom if they live long enough.

All these things impact on classrooms and new and old teachers must be ready to handle the results. According to NEA, in 1961 only 11.7 percent of practicing teachers would probably or certainly not teach again. By 1986, this percentage had risen to about 31.3 percent of practicing teachers.

Revitalizing already practicing teachers is imperative. Professional development academies are an excellent way to reach and serve experienced teachers.

If we have reached a national consensus that our competitive advantage in global markets depends on enhanced literacy in the work place and a re-investment in human capital, an investment in teachers is an excellent place to start.

Thank you, Mr. Chairman.

[The prepared statement of Dr. Beverly Glenn follows:]

Testimony
Dr. Beverly Caffee Glenn
H.R. 4130
March 15, 1990

Introduction

I am here in support of The Twenty-First Century Teachers Act, H.R. 4130. As Dean of the School of Education at Howard University, it is with great pleasure that I support efforts to increase the number of young people entering the profession and the number of minorities entering the profession. I am encouraged by the notion that this Committee realizes that if the nation is to take seriously its duty to educate every student, nothing short of a declaration of emergency will suffice. If we are clear that every student should finish twelve (12) years of schooling with the ability to read, write, compute, think critically, and possess saleable skills, an investment in teachers and potential teachers is key.

The Context

The people who decide to become teachers are special. They have decided to be of service to society. No one becomes a teacher to make money. But, it makes no sense for the society to make teachers suffer tremendous hardships in order to render service. The number of new teachers entering the profession every year has declined from 300,000 in 1970 to about 100,000 in 1985 according to the National Governor's Association (1988). Historically Black Colleges and Universities like Howard, enroll about 50% of the nation's Black graduates in teacher education (Trent, 1984) while accounting for only 7.9% of the 1250 institutions awarding bachelor's degrees in education (Dilworth, 1986). Hispanic youth are clustered in fewer than 2% of the higher education institutions.

The decline in the number and percentage of minority graduates entering the classroom has occurred because of the loosening grip of discrimination in employment and the lower numbers of minorities going on to college. Traditionally, teaching has been a route out of poverty into the professions. Second generation college graduates become something other than teachers because their teacher mothers discourage them from entering the classroom. However, among the entire population of new teachers, more report having fathers who have done graduate work than older teachers according to the National Education Association (NEA).

The decline in the percentage of minorities entering teaching has also come about because 45% of Black in higher education and 54% of Hispanics enrolled in higher education are at 2 year colleges. It is imperative that these students, most of whom are attempting to get A.A. degrees, be recruited into 4 year institutions and into teaching. Most Black males in post secondary education are in 2 year colleges and proprietary schools.

Interestingly enough, it costs the same amount to get a bachelor's degree in teaching as it does to get a bachelor's degree in business. Yet, two young people, entering the workforce with identical levels of debt, get vastly different returns on their investment in an undergraduate education. Some newly minted teachers from the School of Education at Howard have been offered $18,000 to start in some states. Some young people from the School of Business at Howard have had $47,000 and $51,000 starting salary offers.

If we set aside, for a moment, the notion that those who become teachers do so in order to change society, what would make someone want to be a teacher if the result of 4 years of college were a heavy debt to be paid from a meager salary. The Twenty-First Century Teachers Act (H.R.4130) would make it easier to become a teacher for those who have the inclination. This legislation would convince those who have considered teaching that the nation values highly the sacrifice and services of teachers. After all, who will we find to replace the approximately 50% of practicing teachers who will become eligible for retirement within the next 5 to 10 years?

By 1995, approximately 1 million classroom vacancies must be filled according to data from the American Association of Colleges for Teacher Education (AACTE). Who will fill these vacancies, by whose leave, under whose auspices and with which criteria becomes important. It is clear that more minorities and men should be recruited, inducted and retained in the profession. Only about 5% of the nation's 2.34 million teachers are minorities and that percentage is decreasing while the percentage of minority students is approaching 34% of the total student body. While ~~it is~~ are essential to the self-esteem and expectations of minority youngsters; minority teachers are also necessary to reduce the racial isolation of white children. White children and children of color need to see adults of every hue in the full range of role and responsibilities that the society can offer.

New Teachers, New Circumstances

Once these 1 million new teachers are in the classroom, constant support, mentoring and on-the-job training are necessary if these professionals are to be retrained. Teaching in city or suburb is more challenging and more difficult and more thankless than ever. For example, Nick Paley, head of teacher education at George Washington University, cites the statistic that 73% of first year teachers in New York City quit by Christmas. According to National Education Association (NEA) data, only about 20% of new minted teachers want to teach in cities. Only about 16.9% of the teachers in big city school systems report living within the attendance area of the school in which they teach. The next round of big city teacher and administrator retirements may be more than problematic. The nation must invest in any and all inducements for teachers to work in big cities and rural areas. These are the areas where the need for the highest caliber teacher is greatest.

The quality and caliber of teachers that urban, rural and minority children face is more important than ever if the nation is to take seriously its duty to fully educate every student. The quality of schooling that poor and Black children receive has a very large impact on their life changes. In the late 1960's and early 1970's researchers concluded that schooling made no difference--that family background was the major determinant of academic success. James Coleman (1966, 1981), the most famous of the school effects scholars, concluded that academic achievement was determined by the number of books and magazines in the home, family income, parents level of education and the like. However, in what I call "Coleman's Caveat," the researcher noted the powerful impact that school has on the life chances of Black children:

> The schools do differ, however, in the degree of impact they have on the various racial and ethnic groups. The average white student's achievement is less affected by the strength or weakness of his school's facilities, curricula, and teachers than is the average minority pupil's. To put it another way, the achievement of minority pupils depends more on the schools they attend than does the achievement of

> majority pupils.... The conclusion can then be drawn that improving the school of a minority pupil will increase his achievement more than will improving the school of a white child increase his. Similarly, the average minority pupil's achievement will suffer more in a school of low quality than will the average white pupil's. In short, whites, and to a lesser extent Oriental Americans, are less affected one way or the other by the quality of their schools than are minority pupils. This indicates that it is for the most disadvantaged children that improvements in school quality will make the most difference in achievement.

If Coleman is correct about the impact of high quality schooling on Black children, why is it that the majority of uncertified teachers practice in center city schools? Why is it that more than 50% of the mathematics teachers in urban school districts have neither been trained nor certified in mathematics.

Education research over the last 10-11 years has alerted us to the existence of schools which work well for poor and minority children regardless of family background or socioeconomic status. Those schools which are effective in teaching poor and minority children depend on a dedicated and well trained cadre of teachers who believe that every child can learn. If we are not to lose another generation to miseducation, every one of the nation's 2.34 million teachers must be able to participate in professional development or retooling of some sort. Recall that I said that 50% of them were eligible for retirement--that does not mean that they WILL retire. Those who don't retire must be retrained to face new circumstances. We all know the new circumstances--mothers working, divorce, children having children, drugs, babies born addicted to drugs who will show up in somebody's classroom if they live long enough, aids, homelessness, center city unemployment. All these things impact on classrooms and new and old teachers must be ready to handle the results. According to NEA, in 1961 only 11.7% of practicing teachers would probably or certainly not teach again. By 1986, this percentage had risen to about 31.3% of practicing teachers.

Revitalizing already practicing teachers is imperative. Professional development academies are an excellent way to reach and serve experienced teachers.

If we have reached a national consensus that our competitive advantage in global markets depends on enhanced literacy in the workplace and a re-investment in human capital, an investment in teachers is an excellent place to start.

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Chairman **Hawkins**. Thank you, Dr. Glenn. The final witness on this panel is Dr. Donald Gainey, principal of West Warwick High School. Dr. Gainey, I apologize. Earlier I introduced you as Mr. Gaines, due to a misprint on my sheet.

For that, I regret that you were not properly introduced. It is Donald D. Gainey, as I understand.

Mr. **Gainey**. Thank you, Mr. Chairman. Mr. Chairman, members of this distinguished committee, I thank you for the opportunity to testify on legislation entitled the Twenty-First Century Teachers Act, H.R. 4130.

My name is Don Gainey, and I am the principal of West Warwick High School in West Warwick, Rhode Island, and I come before you representing the National Association of Secondary School Principals.

I also have the privilege of serving on the Board of Directors for NASSP. NASSP is a professional association representing 42,000 middle, junior and senior high school principals and assistant principals. Our purpose is to promote and encourage improved learning for all secondary students.

Mr. Chairman, we commend you for your leadership on the crucial question of improved personnel in our schools. It is clear to us that the key to school improvement is not the classic quantitative solutions we hear constantly such as more days, more hours, more subjects, more carnegie units, et cetera.

Instead, the 1990's reform movement must concentrate on internal, qualitative needs of our schools such as improved teacher's skills, more effective curriculum leadership, and improved skills for principals.

We must shift our thinking in light of the effective school's research. We need skilled, committed teachers and principals that are the foundation for this formula to be fulfilled, and the Twenty-First Century Teacher's Act addresses the most important ingredient—quality schools, teachers, and principals.

The nation's governors have outlined six national goals and we can pledge our membership's commitment to achieving them by the year 2000, but the Federal Government must play an integral part in achieving these noble and ambitious goals.

They will not be met unless we as a people are committed to investing our schools and enhancing the talents of the Nation's school teachers and principals.

We would say that the goals cannot be achieved simply by exhorting educators to do better. We need a massive infusion of highly talented individuals, and while I will not reiterate the statistics for this need, I would say that this trend in the need for teachers must be reversed and that the Federal Government must help.

Mr. Chairman, the Twenty-First Century Teachers Act will play an important part in our effort to qualitatively reform our schools and dramatically increase student achievement.

It is designed to inspire new talent into the classroom by placing a substantial financial incentive before prospective teachers. I might add that I am personally a product of such a venture back in the 1960s, the NDEA program with loan forgiveness.

Thus, college students willing to commit 5 years to teaching would, in effect, receive 2 years of their college preparation in exchange. The most important profession in our economy is losing the National competition for new talent.

Title I of the bill, Mr. Chairman, will help improve our competitiveness so school officials will be able to place the best and the brightest into the classroom. Our long-term national growth depends on our success.

I would add that perhaps it is poppycock to discuss international competition when the schools aren't given resources to compete for the talent in our own labor market.

When I graduated from school, I was also enticed to go into the private sector. It was a long, hard decision, but I finally made my decision to stick with education and haven't regretted it.

I can also point out that the number of teachers in various districts in our state who have, in fact, taken positions with, for example, Naval Underwater System, because of the economic rewards.

We are losing the National competition for talent because we have allowed the teaching profession to drift into a second-class citizenship, both economically and in terms of prestige.

Title II of the bill addresses the need to recruit our high school and college students into teacher education. We must be sophisticated in our recruiting efforts in the same way that the armed services have been skillful in raising the prestige of the services and inspiring our youth to voluntarily participate in the Nation's defense.

The prestige of teaching must be enhanced in similar ways so that the noble profession of education is served by the resourcefulness of our most talented citizens.

Title III is a particularly important section of this bill because it will help enhance the talents of those currently in the classroom and just as importantly will provide the principals with professional development opportunities.

We want to emphasize that the Professional Development Academies must focus on both the improvement of teachers and administrative skills. Schools are complex social systems and unless these academies are privy to organizational structure and behavior, group dynamics, et cetera, they will have little effect on improving learning.

Studies indicate that the effective schools most often see the principal taking the lead in implementing staff in-service and instructional leadership. The design and improvement of Professional Development Academies must recognize the importance of instructional team that inspires higher achievement and cohesion in the curriculum.

We support strongly the need to provide experienced teachers with sabbaticals, which will afford them the opportunity to participate in professional development programs, continuing education, mentoring projects and a host of stimulating activities to enhance the curriculum.

This opportunity will result in senior teachers returning to the classroom renewed and inspired. I would just add a personal note here that the efforts that we find with the most successful teachers in the classroom, that I personally find, are those that continue to seek to add to their professional repertoire skills and strategies in dealing with the changing needs of students.

We would also recommend that such sabbaticals be available to principals and assistant principals in recognition of the profound importance of the principalship. It's clear that these professional renewal opportunities would be beneficial to teachers and administrators alike.

We expect that the Professional Development Academies will assist the instructional team in improving our efforts to institute school-based management and share decision-making within the school.

We believe that opportunities provided in this bill will enhance school-based management techniques, enable the instructional team to develop a level of ownership and authority necessary to improve its effectiveness.

We would oppose any language which would encourage collective leadership within the school. Our experience shows that collective leadership does not work. School leadership by committee is no leadership at all.

In fact, we believe that the principal must be accountable, the accountable individual for school effectiveness. It is clear that the principal that institutes the consultative style of leadership is most successful in inspiring the best out of his or her personnel, but accountability must rest at the principal's door.

Recruiting and retraining school teachers will be greatly enhanced when the state and local officials demonstrate the importance of the teacher profession. Title IV of this bill will help increase the prestige of teaching.

This is vitally important as our efforts to inspire outstanding talent into the profession if it is to be successful. We recommend that a similar Principal of the Year program be instituted which would help inform the public about the importance of the principal in the school effectiveness and improved student achievement.

One final issue, Mr. Chairman. We at NASSP agree entirely with this bill's approach to improving schools through improved teacher and administrative skills. However, we are deeply distressed that the President is advocating an alternative certification program for principals instead of recruiting new blood from the classroom and investing in strengthening the skills of our administrators.

I would suggest that this section of the bill entitled "Alternative Certification for Teachers and Principals Program" be renamed, "The Deprofessionalization of Teachers and Principals" that, in fact, while the early titles of this program seeks to enhance the prestige of teachers and administrators, we are in the very last section saying that anytime Dick or Harry off the street can, in fact, become a teacher.

How this matches with the attempts to improve the prestige of teaching I have yet to grasp. I would furthermore say that in dealing with young teachers, especially new people that come on board, they look to the adminstration, the principal, and the assistant principal for guidance, support, and supervision to enhance their skills.

It would be very difficult for someone who has never been in a classroom to provide such support for a young aspiring teacher. We would urge you to reject this anecdotal attempt of inspiring new blood into the principalship, and instead, accept our suggestions to improve the skills of our principals.

As a matter of fact, it is my understanding that there is an effort on the House floor this morning to circumvent the authority and jurisdiction of this committee on this very issue. In summary, Mr. Chairman, I would recommend the following: one, the Professional Development Academies of Title III must be available to assistant principals and principals. The skills development and curriculum development training must be simultaneously available to administrators and teachers to facilitate school-wide instructional improvement.

Two, principals must be included in sabbatical opportunities which are conducted by Professional Development Academies.

Three, improved school-based management must be achieved by enhancement of the teacher's and principal's skills and the promotion of instructional team skills, not by Federal fiat.

Four, a principal recognition program should be included under Title IV to recognize outstanding school leadership and to provide a forum for the public to better understand the role of the principal in effective schools.

Five, we strongly encourage the committee to continue the emphasis on recruiting minorities into the teaching profession.

Six, we encourage the committee to place strong emphasis on improved teaching in our urban schools.

Mr. Chairman, we applaud your efforts to address the issue of teacher recruitment, retention and recognition. We believe that the Federal Government can and must play a part in the battle to improve our nation's schools.

Thank you for your leadership. I will be pleased to answer any questions that you might have.

[The prepared statement of Donald D. Gainey follows:]

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STATEMENT OF
THE NATIONAL ASSOCIATION OF
SECONDARY SCHOOL PRINCIPALS
ON
THE TWENTY-FIRST CENTURY TEACHER'S ACT

BEFORE THE
EDUCATION AND LABOR COMMITTEE
OF THE
UNITED STATES HOUSE OF REPRESENTATIVES

PRESENTED BY

DONALD D. GAINEY
PRINCIPAL, WEST WARWICK HIGH SCHOOL
WEST WARWICK, RHODE ISLAND

MARCH 15, 1990

Serving *all* Administrators in Middle Level and High School Education

Mr. Chairman, members of this distinguished committee, I thank you for the opportunity to testify on legislation entitled the Twenty-First Century Teacher's Act (HR 4130).

My name is Don Gainey, I am the principal of West Warwick High School in West Warwick, Rhode Island, and I come before you as a representative of the National Association of Secondary School Principals. I have the privilege of serving on the NASSP Board of Directors. NASSP is a professional association representing 42,000 middle, junior and senior high school principals and assistant principals. Our purpose is to promote and encourage improved learning for all secondary students.

Mr. Chairman, we commend you for your leadership on the crucial question of improved personnel in our schools. It is clear to us that the key to school improvement is not the classic quantitative solutions that we constantly hear, such as more days, more hours, more subjects, more carnegie units, etc.

Instead, the 90's reform movement must concentrate on internal, qualitative needs of our schools such as improved teacher's skills, more effective curriculum leadership, skilled principals, etc. We must shift our thinking in light of effective school's research. Recognizing that the essential ingredients of effective schools are high expectations for student achievement, strong administrative leadership, a safe and orderly environment condusive for learning, an emphasis on basic skills acquisition and frequent monitoring of student progress. Skilled, committed teachers and principals are the foundation for this formula to be fulfilled, and the Twenty-First Century Teacher's Act addresses the most important ingredient --- quality school teachers and principals.

The nation's governors have outlined six national education goals and we can pledge our member's commitment to achieving them by the year 2000, but the federal government must play an integral part in achieving these noble and ambitious goals. They will not be met unless we as a people are committed to investing in our schools and enhancing the talents of the nation's school teachers and principals.

We need a massive infusion of highly talented individuals to enter the classroom in the coming decade since during this period 1.6 million new teachers will be needed. This is more than 70% of all teachers currently in the classroom. We must reverse the "brain drain" that we currently face which is epitomized by the fact that 20% of all teachers leave the classroom during the first year of teaching, and an alarming 50% of all teachers leave the classroom before the sixth year.

Many of our most qualified teachers are fulfilling the American dream of social and economic mobility. No longer do schools enjoy the benefits of a captive labor pool of women. The percentage of women pursuing the teaching profession dropped dramatically from 38% in 1968 to 13% in 1988. No longer can we rely on the economic captivity of this pool of talent. Schools are losing the competition for talented women and men. This trend must be reversed and the federal government must help.

Mr. Chairman, the Twenty-First Century Teacher's Act will play an important part in our effort to qualitatively reform our schools and dramatically increase student achievement. It is designed to inspire new talent into the classroom by placing a substantial financial incentive before prospective teachers. Thus, college students willing to commit five years to teaching would in effect receive two years of their college preparation in exchange.

The most important profession in our economy is losing the national competition for new talent. Title I of the bill, Mr. Chairman, will help improve our competitiveness so school officials will be able to place the best and brightest into the classroom. Our long term national growth depends on our success.

Title II of the bill addresses the need to recruit our high school and college students into teacher education. We must be sophisticated in our recruiting efforts in the same way that the armed forces have been skillful in raising the prestige of the services and inspiring our youth to voluntarily participate in the nation's defense. The prestige of teaching must be enhanced in similar ways so that the noble profession of education is served by the resourcefulness of our most talented citizens.

Title III is a particularly important section of this bill because it will help enhance the talents of those currently in the classroom and just as importantly will provide principals with professional development opportunities. We want to emphasize that the Professional Development Academies must focus on both improved teacher and administrator skills. Schools are complex social systems and unless these academies are privy to organizational structure and behavior, group dynamics, school climate and expectations for academic achievement, they will have little effect on improved learning. Studies indicate that effective schools often see the principal taking the lead on implementing staff in-service and instructional leadership. The design and improvement of the Professional Development Academies must recognize the importance of the instructional team that inspires higher achievement and cohesion in the curriculum. We support strongly the need to provide experienced teachers with sabbaticals which will afford them the opportunity to participate in professional development programs, continuing education, mentoring projects and a host of stimulating curriculum enhancement activities. This opportunity will result in our senior teachers returning to the classroom renewed and inspired.

We recommend that such sabbaticals be available to principals and assistant principals in recognition of the profound importance of the principalship. It's clear that these professional renewal opportunities would be beneficial to teachers and administrators alike.

We expect that the Professional Development Academies will assist the instructional team in improving our efforts to institute school based management and shared decision making within the school. We believe that opportunities provided in this bill will enhance school based management techniques and enable the instructional team to develop a level of ownership and autonomy necessary to improve its effectiveness. We would oppose any language which would encourage collective leadership within a school. Our experience shows that collective leadership does not work. School leadership by committee is no leadership at all and for a school to raise its level of performance, the principal must, in fact, be the accountable individual for school effectiveness. It is clear that the principal that institutes a consultative style of leadership is most successful in inspiring the best out of his/her personnel, but accountability must rest at the principal's door.

Recruiting and retaining school teachers will be greatly enhanced when state and local officials demonstrate the importance of the teaching profession. Title IV of the bill will help increase the prestige of teaching. This is vitally important as our efforts to inspire outstanding talent into the profession is successful. We recommend that a similar Principal of the Year program be instituted which will help inform the public about the importance of principals in school effectiveness and improved student achievement. The Principal of the Year recognition will provide another forum for local, state and national leaders to "sing the praises" of outstanding talent that our schools possess.

On a final issue, Mr. Chairman, we at NASSP agree entirely with this bill's approach to improving schools through improved teacher and administrator skills. We are distressed that the President is advocating an alternative certification program for principals instead of recruiting new blood from the classroom and investing in the strengthened skills of our administrators. Alternative certification would encourage states to water down certification standards so that individuals "interested" in school administration could "short circuit" the important professional preparation gained from the classroom. For the past twelve years our association has conducted the NASSP Assessment Center which identifies twelve key skills that make a good principal. This Assessment Center concept is utilized by more than 1,000 school districts in 31 states. We utilize sophisticated simulations and closely watched activities in our four-day Assessment Center project measuring the skills of prospective and current principals. Without significant experience in teaching, curriculum leadership, and understanding the fundamentals of learning, an individual would undoubtedly score low on a number of measured skills. It is a fundamental mistake to think that a "man on the street" could enter a school, become the leader of its culture and address the myriad of curriculum and learning issues that confront a principal on a day-to-day basis.

We urge that you reject this anecdotal attempt of inspiring new blood into the principalship and instead accept our suggestions to improve the skills of our principals.

SUMMARY OF RECOMMENDATIONS

- The Professional Development Academies in Title III must be available to assistant principals and principals. The skills development and curriculum development training must be simultaneously available to administrators and teachers to facilitate school-wide instructional improvement.

- Principals must be included in sabbatical opportunities which are conducted by the Professional Development Academies.

- Improved school based management must be achieved by the enhancement of teacher's and principal's skills and the promotion of instructional team skills, not by federal fiat.

- A principal recognition program should be included under Title IV to recognize outstanding school leadership and to provide a forum for the public to better understand the role of the principal in effective schools.

- We strongly encourage the Committee to continue the emphasis on recruiting minorities into the teaching profession.

o We encourage the Committee to place strong emphasis on improved teaching in our urban schools.

Mr. Chairman, we applaud your efforts to address the issue of teacher recruitment, retention and recognition. We believe that the federal government can and must play a part in the battle to improve our nation's schools. Thank you for your leadership. I'll be pleased to answer any questions that you might have.

Chairman **Hawkins**. Thank you, Mr. Gainey. Dr. Glenn, I would like to direct a question to you pertaining to page 8 of your prepared statement—I believe it's the first full paragraph—and concerns that if Coleman is correct about the impact of high quality schooling on black children.

Then you ask several questions. Why is it that the majority of uncertified teachers practice in center city schools? Why is it that more than 50 percent of the mathematics teachers in urban school districts have neither been trained nor certified in mathematics?

I was intrigued by the questions that you are asking there and am somewhat interested in what would be your answer to why this prevails. I'm not so sure that we need to say "if Coleman is correct."

I think that he was proved correct in this particular instance, incorrect in all other instances, but——

Ms. **Glenn**. That's right—exactly right.

Chairman **Hawkins**. But I think that Dr. Coleman and Ron Edmonds and many other educators agree that schooling does make a difference in all children, and particularly on black children.

Assuming that that is pretty well settled, why is it that——

Ms. **Glenn**. Let me take a stab at that. The conditions are difficult and we know why they're difficult. If you look at the District of Columbia, for example, the teachers in the District of Columbia, whether they have 81,000 or 88,000 students, have some issues to deal with that are not extent in suburban school districts.

Yet the teachers in the District of Columbia make less on average than teachers in the metropolitan area, as a whole. So, while the District may have 300 to 400 vacancies every year, Prince George's County has 6 to 10 applicants for every vacancy because Prince George's County gives you a break on your rent, you can borrow money to establish apartment and car and so on and so forth.

As people come to recruit teachers from my school, you have to decide whether you want to have a slightly easier life in the suburbs with more benefits and more money, or a more exciting and a more fulfilling teaching career in the city.

I am strongly in favor of combat pay for people who teach in the most extreme circumstances. So, those are some of the reasons.

The other reason about the shortage of mathematic teachers—I mean, there's a shortage of mathematic teachers as a whole. So, if you're someone who has a teaching skill that is rare, you might also want to go where there is more money.

Chairman **Hawkins**. Thank you. I won't pursue it. I appreciate your explanation of that because I know how true it is, and I assume that it's not only in the District of Columbia——

Ms. **Glenn**. That's correct.

Chairman **Hawkins**. It prevails in most inner city schools.

Ms. **Glenn**. That's correct. If it's correct that 73 percent of the new teachers in New York City leave by Christmas, something is happening in New York City that needs to be remedied.

Chairman **Hawkins**. Thank you. I'd be interested in any statistics that you may have that back up those statements because I think it's something that's generally assumed, but very seldom documented.

Ms. **Glenn**. Okay.

Chairman **Hawkins**. Mr. Smith.

Mr. **Smith**. Thank you, Mr. Chairman. I have a question for Mr. Gainey and Ms. Bradshaw for starters. If we pass this bill, and I hope we do—I think it's necessary and long overdue and it's got the right three components to it, but I'm interested in where the balance of power lies.

My question is, from a teacher or an administrator's point of view, from a school-based point of view, what kind of latitude do you think that a school district or a school should have in choosing who they affiliate with in order to make the academies in Title III operate?

I'll tell you exactly what I have in mind. Teaching hospitals are easy to talk about, but we don't take the patients out of the hospital and move them over someplace else where the students are, you know, the people learning to be doctors.

We bring the doctors in training to the patients. Despite all of the talk, very few teachers are trained, 90 percent or more in the schools, in terms of classwork and support, and very few classroom teachers are used as the actual trainers and educators and coaches along with—and so, we lose all the resources of our colleges of teacher education.

They're sitting someplace else when kids need more people and more resources in schools. So, if a school wanted to move in that kind of direction, and they were surrounded by colleges of teacher education that weren't inclined to do that, I'm concerned that they would be frustrated and have to settle for a different equation.

So, my question is, in terms of power, who should have how much to construct the affiliations for these academies so that they're in sync with what a school district wants to try to do.

Mr. **Gainey**. Well, Mr. Smith, I'll take a stab at some of my own impressions, especially those that I got from the first panel. I think that the days of the isolated segments, whether it be teacher education and the universities, and so forth, are rapidly coming to a close.

I think that we all feel in the education community that there is more need for collaboration between all of these various institutions and in the production of what we hope will be the best services to children.

I can cite from my own state and perhaps tie it into another program that was federally funded, the LEAD program. We have a LEAD program in the State of Rhode Island, which actually does collaborate between the colleges and the universities as members of the board and work with teachers in the schools.

Mr. **Smith**. Excuse me—I understand that. My question—and I need to move fast because I have a second one and the chairman is holding the clock pretty tight—do you think school districts should have the power to decide which institution they affiliate with or do you think that somebody else should have that power?

In this legislation—I'm not talking how people are attending, I'm talking about in and who holds the ticket. (phonetic).

Ms. **Bradshaw**. Mr. Smith, I think that the school district should be the moving parties in this, but I think if they do not include the total education community, you are not going to have a consortium that is made up in a positive direction.

I must counter, I think, a direction that some of your comments were leading. First of all, I think the institutions of the colleges of education and the teacher education institutions are far more positive than you are giving them credit about being involved.

I will give a plug for the community colleges. As a community college faculty member at Pikes Peak Community College in Colorado Springs, I had the opportunity in an environment that was a very open education community, to give instruction on behalf of a four-year teacher college at a local school district where the teachers could either get the in-service credit for the district or could get credit from the teacher college, from the institution.

I think that where there is a will, there is a way, and I think that the education community is far more receptive to working together than they ever have been before. I would share with you that if the teachers are actively involved within the district, and I see that as more of a problem, I think the district has to ensure that the people who are helping make those decisions about what is needed and what should be offered, should come from the teachers.

The districts may not involve the teachers to the level that they need to.

Mr. **Smith**. I would agree with that, and would you then—I am trying to bring it as close to home as possible. I'm not trying to deny the legitimate roles and I would start with, frankly, the University of Vermont's College of Education and Social Services which has done a first-rate job in Vermont's schools.

But, frankly, if we evaluated the total dollars spent in colleges of teacher education in this country, and how much of that money, in terms of faculty time, and student time, and curricula time, happened on-site in schools, it is a tiny fraction. It is a tiny fraction.

My point is, when we are going to spend money—we're talking only about the balance of power here, and I think in the beginning, you agreed with me. Let's not go to motives. I think my motives are exactly the same as yours. I've spent my life in teacher education, among other parts of the enterprise.

The point is that school districts and teachers within school districts, you believe, need to be the moving partner. I never suggested they wouldn't be affiliated, but they get to decide with whom. Is that a fair——

Ms. **Bradshaw**. I think in the definition of consortia, you have to ensure that it is a full partnership. If you cut any entity out, or if you give total power to one entity, I think you'll be in trouble.

I think the more open you leave that definition with some pretty strong guidelines as to who should be the partners, I think the better off you'll be in this legislation.

Mr. **Smith**. If I was in Vermont and I wanted to come to Howard, would that be okay if they had the model that I wanted to use?

Ms. **Glenn**. Howard starts its freshmen teacher candidate at 17 years old, out in the schools teaching kids, so, yes, we would want to there because we'd have the problem solving approach.

Mr. **Smith**. But the point is, could I bring you to Vermont? Would I be allowed under this bill to do that?

Ms. **Glenn**. Let's hope that that would happen, and let's also hope that there would be a variety of avenues for starting up the partnership because we would not want to see some school districts exclude, for example, historically black institutions, and we would not want to stop Vermont or Utah, which is come to Howard from entering into a kind of partnership.

Mr. **Smith**. You've touched another one of my concerns directly. Thank you.

Chairman **Hawkins**. Mr. Hayes.

Mr. **Hayes**. Mr. Hayes, operating within the parameters of time of 5 minutes, I want to raise several questions. One—the first is directed towards Dr. Glenn, and Ms. Bradshaw.

What is your reaction to my question about the possibility of the passage of a Federal minimum salary for teachers?

Ms. **Glenn**. I have a positive reaction to that, and you know, Mr. Shanker raised an issue about the local cost of living, et cetera. Postmen have a Federal salary, and I'm sure there's probably a Federal floor for postmen. Why not a Federal floor for teachers?

All of those kinds of things about the amount of effort that the states put forth and so on ought to be worked out. All the details ought to be worked out, but I am certainly in support of saying to children and to the larger society, we care about teachers and we think that they ought to be adequately rewarded. So, I would support that.

Ms. **Bradshaw**. You'd probably hear a cry from West Virginia right now that they would welcome that. I would share, though, that if that were the intent, and if that's the direction, then we've got to change the mode of operation at the Department of Education and with this administration.

We have got to get out of R&D as being the direction over there, and we've got to get into some green backing because that's going to take money. With the current formulas and structures that we have for funding of education, it would be impossible for many of your local districts to carry out that effort without a major commitment from the Federal Government.

Mr. **Hayes**. Now, my other question is, and it is directly to all the panelists if you care to answer, how soon or at what grade level do you think we should focus a student's attention on becoming a teacher.

Ms. **Bradshaw**. As early as possible. In kindergarten, you should talk about the world of work, and I would emphasize teaching.

Ms. **Glenn**. I certainly would agree with that.

Mr. **Hayes**. Is that shared by the other panelists, that same question.

Mr. **Gainey**. Yes.

Mr. **Hayes**. What would you say, Dr. Glenn, would be the most attractive inducement to offer minority teachers to get them interested in being teachers?

Ms. **Glenn**. You see, minorities are motivated by the same kinds of things that the people in the larger society are motivated by, so, what would make me want to go through college and enter a low status profession just because my skin is black when there are other opportunities available to me that give me more money, more strokes, more status, more everything.

The teachers that we're seeing—and this is anecdotal evidence that we're getting from AACTE and from talking with the dean—we are seeing more activism among college students as a whole and among minority students in general and we are seeing minority students start to worship heroes of the 1960s when volunteerism was prominent.

So, at Howard we are able to get young people to come out on Saturday, and train them as tutors so that they can go into the elementary school in southeast DC that we are in partnership with.

So, they take 5 hours and learn how to tutor, not learn how to teach, but learn how to do one-to-one tutoring and they make that kind of commitment. So, I don't want to say that teaching is, you know, kind of filled with missionary zeal, but it kind of is if you decide that you're going to be a teacher, you're a special person, and you decide to dedicate your life to society.

The kinds of minority undergraduates that we are seeing come through Howard now are concerned about their brothers and sisters.

Mr. **Hayes**. You mentioned something. Can you elaborate on this—you said you were in favor of combat pay. Did I understand you correctly? Is that any different from what I see in the way of, I've called it hazardous duty pay for some teachers?

Ms. **Glenn**. Yes. I'm more blunt about this. It is hazardous duty pay, but in some situations, it is——

Mr. **Hayes**. I think we're on the same wavelength.

Ms. **Glenn**. We certainly are. I just call it combat pay. You call it hazardous, I call it combat. In the elementary school that Howard University of Education is in partnership with in southeast DC, it's in a crack neighborhood, number one.

Twenty parents and guardians have been killed last school year in the crack wars. We have children sleeping on the floors because the bullets fly so fast at night. We have our undergraduate students, some of whom come from Cedar Rapids, Iowa, going into schools to volunteer.

If teachers were there, and they were under the same kind of trauma that the children were under, it might, and I say might, make it more attractive or more acceptable to be in those situations voluntarily. However, there should be some kind of added monetary inducement for being in this situation.

Mr. **Hayes**. My time is up.

Chairman **Hawkins**. We're all on the same wavelength, but I would hope that both of you develop a better way of phrasing it than what has been suggested.

Again, I wish to thank the witnesses for your contribution. You have been most helpful to the committee and we appreciate it. Thank you.

Ms. **Glenn**. Thank you.

Chairman **Hawkins**. The next panel will consist of Ms. Connie Valdez, Hispanic Association of Colleges and Universities; Dr. James R. Vivian, Director, Yale-New Haven Teachers Institute; Dr. Richard Gutkind, Director, Greenway Middle School Teacher Center, Pittsburgh; and Dr. Ernest "Pete" Middleton, Associate Dean, University of Kentucky.

I understand that there is a teacher who is accompanying Dr. Vivian, Ms. Carolyn Kinder, she is a science teacher at Jackie Robinson Junior High School, and a Teach Coordinator at the Yale-New Haven Teacher Institute.

Would those witnesses please be seated at the witness table? We will first hear from Ms. Valdez, Hispanic Association of Colleges and Universities.

STATEMENTS OF CONNIE VALDEZ, HISPANIC ASSOCIATION OF COLLEGES AND UNIVERSITIES; JAMES R. VIVIAN, DIRECTOR, YALE-NEW HAVEN TEACHERS INSTITUTE; CAROLYN KINDER, SCIENCE TEACHER AT JACKIE ROBINSON JUNIOR HIGH SCHOOL; DR. RICHARD GUTKIND, GREENWAY MIDDLE SCHOOL TEACHER CENTER, PITTSBURGH PUBLIC SCHOOLS, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS; AND DR. ERNEST "PETE" MIDDLETON, UNIVERSITY OF KENTUCKY

Ms. **Valdez**. Mr. Chairman, and members of the committee, my name is Connie Valdez, and I am the president of Northern New Mexico Community College.

The college is located in Espanola, New Mexico. As someone who has worked in education for many years, and as a member of the board of directors——

Chairman **Hawkins**. Could you move the instrument a little closer?

Ms. **Valdez**. Sure.

Chairman **Hawkins**. Thank you.

Ms. **Valdez**. As someone who has worked in education for many years, and as a member of the Board of Directors of the Hispanic Association of Colleges and Universities (HACU), I am grateful for the opportunity to address you today about the importance of Twenty-First Century Teachers Act, H.R. 4130.

I commend the Chairman and the committee for the timely introduction of legislation focusing on the critical teacher shortage in the United States.

The Hispanic Association of Colleges and Universities recognizes the need to address the teacher shortage and other critical issues impacting the quality of education in this country.

HACU is a national association representing Hispanic-serving institutions or HSIs, defined by HACU as colleges and universities for Hispanic students which constitute a minimum of 25 percent of the institution's overall enrollment.

Currently, 113 institutions located in Arizona, California, Colorado, Florida, Illinois, New Jersey, New Mexico, New York, Texas, Washington, and Puerto Rico meet this HACU membership criterion.

These two-year and four-year public and private non-profit colleges and universities enroll about 45 percent of all Hispanic post-secondary students in the United States.

The number of HSIs is expected to increase to about 150 soon after the year 2000 due to current demographic trends. The Twenty-First Century Teachers Act will aid education associations, such as HACU, in their efforts to promote public awareness of our nation's need to maintain a competitive labor force in the global market.

The provision of quality education to our nation's children is essential for the United States to remain a world economic leader. Combatting the teacher shortage, as H.R. 4130 proposes, is a positive step toward improving education for a growing school-age population that projections show will contain a significant number of Hispanics by the year 2000.

The first step in dealing with the projected teacher shortage, particularly of Hispanic teachers, is to increase the size of the pool of college-bound Hispanic students. HACU has established the Hispanic Student Success Program (HSSP) in San Antonio and South Texas to increase educational participation and success rates of Hispanic students.

This program targets students from kindergarten through college with a variety of strategies designed to improve their performance at various points in their educational development.

The HSSP objectives are to decrease dropout rates, increase high school graduation rates, and increase college enrollment and college graduation rates of Hispanics.

HACU currently is planning the replication of the HSSP in Miami, northern New Mexico, Los Angeles, and New York. Although other programs in the United States share some elements of the HSSP, no sustained national effort exists to promote teaching, particularly among Hispanics to complement such enrichment programs.

Teacher shortages are especially pronounced in Hispanic communities, making the recruitment of Hispanic teachers crucial to providing positive role models for Hispanic students.

The growing number of Hispanic students requires that more Hispanics be recruited and trained as teachers. Since a large percentage of these students attend Hispanic-serving institutions, the targeting of HSIs, as H.R. 4130 does, is a positive step toward solving the teacher shortage and improving educational attainment levels of Hispanics.

The Twenty-First Century Teachers Act contains provisions strongly supported by HACU. Title I creates an NDSL-type program for direct loans to disadvantaged and minority students pursuing teaching careers, and provides target resources to these students and the institutions that serve them.

HACU believes that Title I of H.R. 4130 will break down economic barriers that cause educational deprivation among a growing number of Hispanic students.

Title II provides funds to institutions that recruit and retain students, especially minorities, who want to become teachers. Resources need to be clearly targeted toward institutions with significant minority enrollments, particularly Hispanic-serving institutions.

H.R. 4130, like the Work Force 2000 legislation and the Bentsen and Bustamante bills, defines an HSI as an institution with a minimum of 25 percent Hispanic enrollment. HACU strongly supports the bill's language.

Title III establishes a system for maintaining a desired and necessary level of teacher training. Professional development academies will generate partnerships across all levels of education, developing a national intersegmental approach to the improvement of educational attainment, particularly among minority students.

Title IV provides special recognition for elementary and secondary teachers in each state. Such recognition will build pride in and support for the teaching profession. In this respect, H.R. 4130 will help satisfy the need to encourage careers in teaching and promote the profession's value.

H.R. 4130 encourages the recruitment of Hispanic students for college. These students often begin their postsecondary careers at two-year institutions. This bill recognizes the need for preparing and motivating Hispanic community college students to transfer to four-year institutions so that more Hispanics become teachers and achieve professional success.

The provisions of the Twenty-First Century Teachers Act satisfies a national need to address the teacher shortage and its impact on the quality of education. This legislation definitely is in keeping with our national goals and President Bush's efforts to improve education.

Chairman Hawkins, HACU and I appreciate your sustained efforts to provide open access to education for disadvantaged and minority students.

We thank you and the members of the committee for introducing H.R. 4130, a bill that offers compelling programs to help resolve a major educational crisis.

[The prepared statement of Connie A. Valdez follows:]

Testimony
to
The House Education and Labor Committee
Hearing on the Twenty-First Century Teachers Act
Washington, D.C.
March 15, 1990

by

Connie A. Valdez
President
Northern New Mexico Community College
Espanola, New Mexico
and
Member
Board of Directors
Hispanic Association of Colleges and Universities (HACU)

Mr. Chairman and Members of the committee, I am Connie Valdez, President of Northern New Mexico Community College in Espanola, New Mexico. As someone who has worked in education for many years, and as a member of the Board of Directors of the Hispanic Association of Colleges and Universities (HACU), I am grateful for the opportunity to address you today about the importance of the Twenty-First Century Teachers Act (HR 4130). I commend Chairman Hawkins and the committee for the timely introduction of legislation focusing on the critical teacher shortage in the United States.

The Hispanic Association of Colleges and Universities recognizes the need to address the teacher shortage and other critical issues impacting the quality of education in this country. HACU is a national organization representing Hispanic-serving institutions (HSIs), defined by HACU as colleges and universities where Hispanic students constitute a minimum of 25 percent of the institutions' overall enrollment. Currently, 113 institutions, located in Arizona, California, Colorado, Florida, Illinois, New Jersey, New Mexico, New York, Texas, Washington, and Puerto Rico, meet this HACU membership criterion. These two-year and four-year, public and private, nonprofit colleges and universities enroll about 45 percent of all Hispanic postsecondary students in the United States. The number of HSIs is expected to increase to about 150 soon after the year 2000 due to current demographic trends.

The Twenty-First Century Teachers Act will aid education associations, such as HACU, in their efforts to promote public awareness of our nation's need to maintain a competitive labor force in the global market. The provision of quality education to our nation's children is essential for the United States to remain a world economic leader. Combating the teacher shortage, as HR 4130 proposes, is a positive step toward improving education for a growing school-age population that projections show will contain significant numbers of Hispanics by the year 2000.

The first step in dealing with the projected teacher shortage, particularly of Hispanic teachers, is to increase the size of the pool of college-bound Hispanic students. HACU has established the Hispanic Student Success Program (HSSP) in San Antonio and South Texas to increase educational participation and success rates of Hispanic students. This program targets students from kindergarten through college, with a variety of strategies designed to improve their performance at various points in their educational development. The HSSP objectives are to decrease dropout rates, increase high school graduation rates, and increase college enrollment and college graduation rates of Hispanics. HACU currently is planning the replication of the HSSP in Miami, northern New Mexico, Los Angeles, and New York. (Please contact HACU at (512)433-1501 for more information about the HSSP.)

Although other programs in the United States share some elements of the HSSP, no sustained national effort exists to promote teaching, particularly among Hispanics, to complement such enrichment programs. Teacher shortages are especially pronounced in Hispanic communities, making the recruitment of Hispanic teachers crucial to providing positive role models for Hispanic students.

The growing number of Hispanic students requires that more Hispanics be recruited and trained as teachers. Since a large percentage of these students attend Hispanic-serving institutions, the targeting of HSIs, as HR 4130 does, is a positive step toward solving the teacher shortage and improving educational attainment levels of Hispanics.

The Twenty-First Century Teachers Act contains provisions strongly supported by HACU:

- Title I creates an NDSL-type program for direct loans to disadvantaged and minority students pursuing teaching careers, and provides targeted resources to these students and the institutions that serve them. HACU believes that Title I of HR 4130 will break down economic barriers that cause educational deprivation among a growing number of Hispanic students.
- Title II provides funds to institutions that recruit and retain students, especially minorities, who want to become teachers. Resources need to be clearly targeted toward institutions with significant minority enrollments, particularly Hispanic-serving institutions. HR 4130, like the Workforce 2000 legislation and the Bentsen and Bustamante bills, defines an HSI as an institution with a minimum 25 percent Hispanic enrollment. HACU strongly supports the bill's language.
- Title III establishes a system for maintaining a desired and necessary level of teacher training. Professional development academies will generate partnerships across all levels of education, developing a national intersegmental approach to the improvement of educational attainment, particularly among minority students.

- Title IV provides special recognition for elementary and secondary teachers in each state. Awards will build pride in and support for the teaching profession. In this respect, HR 4130 will help satisfy the need to encourage careers in teaching and promote the profession's value.

HR 4130 encourages the recruitment of Hispanic students for college. These students often begin their postsecondary careers at two-year institutions. This bill recognizes the need for preparing and motivating Hispanic community college students to transfer to four-year institutions so that more Hispanics become teachers and achieve professional success.

The provisions of the Twenty-First Century Teachers Act satisfy a national need to address the teacher shortage and its impact on the quality of education. This legislation definitely is in keeping with our national goals and President Bush's efforts to improve education.

Chairman Hawkins, HACU and I appreciate your sustained efforts to provide open access to education for disadvantaged and minority students. We thank you and the Members of the committee for introducing HR 4130, a bill that offers compelling programs to help resolve a major educational crisis.

Chairman **Hawkins**. Thank you, Ms. Valdez. The next witness is Dr. James Vivian. Dr. Vivian, I understand you are accompanied by a science teacher, so I hope you will introduce her and utilize her as you so desire.

Mr. **Vivian**. Mr. Chairman, I appreciate this opportunity to summarize for the committee some of the reasons why I believe that the present bill is so clearly in the National interest, and so urgently required at the present time.

We face, as has been remarked on numerous points in the testimony today, a crisis in the preparation of our nation's two and one-third million public school teachers.

After 15 years of working precisely in the vein of the professional development academies that this bill would support, I am convinced that only a Federal initiative of this magnitude, and with these broad purposes, can create the conditions for the systematic and widespread improvement of teaching and learning in our nation's schools.

After the many reports and studies on our schools, there has been a reawakening, I think, to the inescapable fact that whether or not the changes that have been envisioned in the reports and acted by state legislators, mandated by state boards and local districts, whether these changes can be made will depend on the support, the preparation and the leadership of school teachers.

Mr. Chairman, I therefore applaud what you, the ranking member, and the other members have done by introducing this bill to assist those individuals now in teaching and those individuals whom we especially wish and need to enter the profession.

The prepared testimony that I will provide to the committee and would ask be made part of the hearing record describes and documents, the concept, the operation, and many of the results of the Yale-New Haven Teachers Institute.

I include there the evaluations of such distinguished educators as Normal Francis, Theodore Sizer, and Ernest Boyer, together with results of our own self-study.

I offer this information as a preview or case study of the type of activity that Title III of this bill would support, and to give the committee an indication of the results the members might expect to achieve by its passage.

With respect to the findings in the bill in Section 2, our experience in New Haven substantiates each of the 5 specified needs and suggests how professional development academies, like our Teachers Institute, can address these needs successfully.

I would quickly underscore now 8 points from my written testimony. Mr. Chairman, first, the needs of the teachers in the Nation's schools, in terms of their previous preparation to teach the subjects they are assigned, or at times misassigned, to teach, are compelling.

In New Haven, as nationally, there is a dramatic shortage of teachers who specialized during their formal preparation in the subject areas they now teach.

A high proportion of teachers in the sciences and in the humanities, more than 60 percent and 40 percent respectively in New Haven, did not major in college or graduate school in 1 or more of the subjects they now teach.

In the past two years, for example, approximately one-half of the New Have middle and high school teachers participating in our institute, either were not certified or did not major in the subjects they teach.

I think it is imperative that programs like our institute, which would be authorized by the present bill, serve and assist such teachers as these.

Moreover, all teachers obviously need to stay abreast of research and new findings and interpretations in their fields. Events across the world in recent months remind us, I think, that this is no less the case for the history teacher than it is for the science teacher.

No less important, teachers need to convey effectively to their own students what they themselves have learned. The present bill refers to the need which our institute addresses, for "greater integration of subject matter and pedagogical training" in the preparation of teachers.

This is why, by having teachers in our institute write curricular materials, we emphasize the classroom application of topics the teacher studies.

With respect to the academies the bill envisions, from our experience with the Yale-New Haven Teachers Institute, I am convinced that continuing study, writing, and discussion with colleagues about one's subject and how to teach it are no less important to teachers in schools than to teachers in the university.

Secondly, there is the well-known, serious disparity between minority students and their teachers. In New Haven, 60 percent of students are black and 22 percent Hispanic, whereas their teachers are 25 percent black and 7 percent Hispanic.

Nationally, a recent study concludes that parity would be achieved only if 450,000 minority students were now preparing to enter teaching whereas the actual number is only 35,000.

Mr. Chairman, the present bill would attempt to address this situation in what I regard to be very practical and promising ways.

Mr. Chairman, from our educational experiment in New Haven, we know that collaborative programs which emphasize subject matter, if they are conducted with teacher leadership and on a collegial basis, can further prepare teachers in the subjects they teach, heighten their morale, increase their expectations of their student's ability to learn, encourage them to remain in teaching in our urban school district, and can thereby improve student learning.

Our program also demonstrates that a cross-section of urban school teachers can participate successfully in such institutions. In New Haven, institute participants are highly representative of all New Haven teachers in terms of age, race, sex, and other demographic characteristics.

These are the reasons why—my third point—I believe that the finds in Title III of this bill concerning the further preparation of teachers in their substantive fields are so important.

My prepared testimony describes, at some length, the operation of the collegiality in our own program and the benefits that accrue when teachers from universities and schools come together, on an equal basis, as members of the same profession to discuss the common problems of teaching their disciplines.

Fourth, I am convinced that efforts at school improvement will not succeed without teacher leadership. For too long we have held teachers responsible for the condition of our schools, without giving them responsibility, empowering them to improve our schools.

From our experience, I believe that the most effective projects invest real authority in teachers and under their leadership develop organically, based on the needs that teachers themselves identify.

In short, the so-called "academies" to be established under this bill, with its emphasis on subject matter and teacher leadership, would help to renew and revitalize the profession, the professional life of teachers, and would thereby help both to attract and to retain those individuals whom we now wish to enter and to remain in teaching, especially in the targeted school districts.

The proposed academies can help to create improved conditions for teaching in such districts. In 1987, when we last surveyed all New Haven teachers, whoever had been Fellows of our institute, more than two-fifths said that the opportunity to participate in our institute influenced their decision to continue teaching in our local public schools.

Among the reasons they cite most frequently are intellectual renewal and professional growth, colleague relationships with other teachers and university faculty members, together with greater confidence, enthusiasm and effectiveness in their own teaching.

In 1989, we updated an ongoing study of Fellows who have remained in teaching in New Haven. We regard this information as further potential evidence which is buttressed by the results of other studies about the effects of the institute in retaining teachers in New Haven who have participated in our program.

The study shows that of the 289 individual teachers who have completed the program successfully at least once between 1978 and 1989, 190 or two-thirds are still teaching in a New Haven public school.

Our experience in the Yale-New Haven Teachers Institute also affirms, fifth, the value of professional development academies being conducted by partnerships between schools and colleges and universities.

Indeed, throughout the 1980s, there was a growing appreciation of the role that university-school collaboration can and must play in strengthening teaching and learning in schools.

There are large and pertinent resources in higher education for the continuing preparation of teachers in their subjects. Such collaboration also recognizes that our colleges and universities, no less than our schools, have a stake in the preparation of the Nation's students in schools.

As we are working in New Haven to make our institute a more permanent mechanism for faculty members at Yale and teachers in New Haven to collaborate, I was also pleased to see the 5-year duration of funding for the academies.

When we talk about structural changes in education, I think we need to think particularly of means for strengthening and lengthening the ties and cooperation between our schools and colleges.

Sixth, I note references in the bill to the possible participation of business and industry in the consortia the legislation would support. As the committee is aware, there has been a widespread interest in recent years in partnerships between the private sector and schools.

Based on our experience in the Yale-New Haven Teachers Institute, I believe there are strong reasons to encourage a wider partnership, one encompassing the private sector, schools, and higher education as well.

In 1985, the late President Abe Bartlett Giamatti of Yale, who was a great supporter of our institute, the major of New Haven, the superintendent of our schools, the chairman of the New Haven Board of Education, the president of the Greater New Haven Central Labor Council, and respresentatives of the New Haven Business Community met to take stock of our program and to plan for the future.

That meeting affirmed that the institute represents not only a partnership of the University with our local public system, but a partnership as well with the city, business, and labor.

Seventh, as President Normal Francis of Xavier University in New Orleans concluded in his early evaluation of our institute, this approach to strengthening teaching is cost-effective.

The results of the proposed academies would be magnified many times, that is, by assisting individuals currently in teaching we increase their preparation and effectiveness not only with their current students, but also with their many future students as well.

My final point, I am highly encouraged to see that the bill would target resources on minority teachers and students, on school districts with a high proportion of students from low income families, and on subject areas where teacher shortages are most severe.

In a similar way, when Yale University established our Teachers Institute in 1978, we considered what should be the focus of this activity and decided to concentrate our efforts and our resources on our local public school district where the need was so great and where the University's own interest in improving our community schools was manifest.

In conclusion, because of the massiveness of the problem, only a bill like H.R. 4130 could have a realistic chance of strengthening, in this way, teaching of those subjects which are fundamental to the informed and humane citizenry, on which not only our economy, but, indeed, our form of government depends.

Mr. Chairman, teaching is central to the educational process and to the vitality of our schools, in and through which we develop our capacity as a people and as a nation.

Based on our experience with the Yale-New Haven Teachers Institute, I think of no other step this committee might take which would hold greater promise, or is more necessary, for strengthening teaching and learning in our nation's schools.

Thank you.

[The prepared statement of James R. Vivian follows:]

TESTIMONY OF JAMES R. VIVIAN

DIRECTOR OF THE YALE-NEW HAVEN TEACHERS INSTITUTE

YALE UNIVERSITY

BEFORE THE COMMITTEE ON EDUCATION AND LABOR OF THE HOUSE OF REPRESENTATIVES

MARCH 15, 1990

Mr. Chairman, I appreciate this opportunity to summarize for the committee some of the reasons why I believe that the present bill is so clearly in the national interest, and so urgently required at the present time.

We face today a crisis in the preparation of our Nation's 2 1/3 million public schoolteachers.

After fifteen years of working precisely in the vein of the professional development academies that this bill would support, I am convinced that only a Federal initiative of this magnitude, and with these broad purposes, can create the conditions for the systematic and widespread improvement of teaching and learning in the humanities and the sciences in our Nation's schools.

After the many reports and studies on our schools, there has been a reawakening to the inescapable fact that whether or not the changes which have been envisioned in the reports, enacted by State legislatures, mandated by State boards and local school districts, can be made will depend on the support, the leadership, and the preparation of schoolteachers. Whether we speak of increased regulation or deregulation in education--of more central authority or greater local control--still we depend on the capacity and effectiveness of teachers. Mr. Chairman, I therefore applaud what you, the ranking Member, and the other Members have done by introducing this bill to assist those individuals now in teaching and those individuals whom we especially wish and need to enter the profession.

The prepared testimony that I will provide to the committee--and now would ask be made a part of the hearing record--describes and documents the concept, operation, and results of the Yale-New Haven Teachers Institute. I include there the evaluations of such distinguished educators as Norman Francis, Theodore Sizer, and Ernest Boyer, together with results of our own self-study. I offer this information as a preview or case study of the type of activity that Title III of this bill would support, and to give the committee an indication of the results the Members might expect to achieve by its passage.

With respect to the findings of the bill [Section 2], our experience in New Haven substantiates each of the five specified needs and suggests how professional development academies like our Teachers Institute can address these needs successfully.

I would underscore now eight points from my written testimony. Mr. Chairman, first, the needs of the teachers in our Nation's schools, in terms of their previous preparation to teach the subjects they are assigned--or at times I should say misassigned--to teach, are compelling.

In New Haven, as nationally, there is a dramatic shortage of teachers who specialized during their formal preparation in the subject areas which they now teach. A high proportion of teachers in the sciences and in the humanities, more than 60 percent and 40 percent respectively in New Haven, did not major in college or graduate school in one or more of the subjects they teach. In the past two years, for example, approximately half of the New Haven middle and high school teachers participating in our Institute either were not certified or did not major in the subjects they teach. I think it is imperative that programs like our Institute serve and assist such teachers as these.

Moreover, all teachers obviously need to stay abreast of research and new findings and interpretations in their fields. Events across the world in recent months remind us that this is no less the case for the history teacher than it is for the science teacher.

It is ironic, then, at a time when lifelong learning is becoming increasingly a reality in our society, and an expectation in many professions, that we have yet to grasp and act on the fact that teachers themselves are the largest white-collar group in this country in need of professional development and continuing education.

This current state of teacher preparation will not be readily improved as a result of new teachers entering the profession and may, in fact, worsen because of the shortage of qualified teachers which, some analysts now project, may only increase in coming years.

No less important, teachers need to convey effectively to their own students what they themselves have learned. The present bill refers to the need, which our Institute addresses, for "greater integration of subject matter and pedagogical training" in the preparation of teachers [Section 2(2)]. This is why, by having teachers in our Institute write curricular materials, we emphasize the classroom application of topics the teacher studies.

With respect to the academies the bill envisions, from our experience with the Yale-New Haven Teachers Institute, I am convinced that continuing study and writing, and discussion with colleagues, about one's subject and how to teach it are no less important to teachers in schools than to teachers in the university.

Second, there is a well-known, serious disparity between minority students and their teachers. In New Haven, 60 percent of students are Black and 22 percent Hispanic, whereas their teachers are 25 percent Black and 7 percent Hispanic. Nationally, a recent study concludes that parity would be achieved only if 450,000 minority students were now preparing to enter teaching, whereas the actual number is only 35,000. According to an AACTE report, "Blacks represent 16.2% of the children in public school, but constitute only 6.9% of the teaching force; Hispanics represent 9.1% of the children in public school, but only 1.9% of the teaching force...." The present bill would attempt to redress this situation in very practical and promising ways.

Mr. Chairman, from our educational experiment in New Haven, we know that collaborative programs which emphasize subject matter, if they are conducted with teacher leadership and on a collegial basis, can further prepare teachers in the subjects they teach, heighten their morale, increase their expectations of their students' ability to learn, encourage them to remain in teaching in our urban school district, and can thereby improve student learning. Our program also demonstrates that a cross-section of urban school teachers can participate successfully in such institutes. In New Haven, Institute participants are highly representative of all New Haven teachers in terms of age, race, sex, and other demographic characteristics.

These are among the reasons why, my third point, I believe that the findings in Title III of this bill [Section 301(a)(2)-(3)] concerning the further preparation of teachers in their substantive fields are so important. I would hope, based on our experience, that in the proposed academies the work of university and schoolteachers would be on a collegial basis. I would also hope that stipends would be available to participating teachers and that they would be as generous as possible in order to make these academies both demanding and professionally important.

My prepared testimony describes, at some length, the operation of collegiality in our own program and the benefits that accrue when teachers from universities and schools come together, on an equal basis, as members of the same profession, to discuss the common problems of teaching their disciplines.

Fourth, I am convinced that **efforts at school improvement will not succeed without teacher leadership.** We have too long held teachers responsible for the condition of our schools, without giving them responsibility, empowering them, to improve our schools.

Mr. Chairman, I believe we are in fact emerging, once again, from a crisis in confidence in our Nation's teachers, and I am therefore encouraged to find in this bill the language concerning teachers taking leadership roles in professional development programs [Section 2(5)].

From our experience, I believe the most effective projects invest real authority in teachers and under their leadership develop organically, based on the needs that teachers themselves identify.

In short, **the so-called "academies" to be established under this bill, with its emphasis on subject matter and teacher leadership, would help to renew and revitalize the profession, the professional life of teachers, and would thereby help both to attract and to retain those individuals whom we now wish to enter and to remain in teaching, especially in the targeted school districts.** The proposed academies can help to create improved conditions for teaching in such districts. In 1987 when we surveyed all New Haven teachers who had ever been Institute Fellows, more than two-fifths (41.6 percent) said that the opportunity to participate in the Institute influenced their decision to continue teaching in the New Haven Public Schools. Among the reasons they cite most frequently are intellectual renewal and professional growth, colleague relationships with other teachers and university faculty members, together with greater confidence, enthusiasm and effectiveness in teaching.

In 1989 we updated our ongoing study of Fellows who have remained in teaching in New Haven. We regard this information as potential evidence--which is buttressed by the results of other studies--about the effects of the Institute in retaining in teaching in New Haven individuals who have participated in the program. The study shows that of the 289 individual teachers who have completed the program successfully at least once between 1978 and 1989, 190, or two-thirds, are still teaching in a New Haven Public School. An additional 17 individuals, or 5%, have assumed positions in the New Haven Public Schools administration. A similar proportion of middle school teachers (41%) and high school teachers (35%) have participated in the Institute. Overall, more than one-third (38%) of all New Haven middle and high school teachers of the humanities and the sciences have completed the Institute successfully at least once.

With respect to the number of years Fellows still teaching in New Haven have taken part in the Institute, about half of all middle and high school teachers (48%) have participated once; about another one-third (29%) have taken part either two or three times; while other Fellows have participated between four and twelve times. Thus, the Institute has served a significant proportion of all eligible New Haven teachers, and has become a regular part of the professional lives of some teachers, while there are other teachers who have yet to participate once and many others who we hope will participate on a more recurring basis.

Our experience in the Yale-New Haven Teachers Institute also affirms, fifth, the value of the professional development academies being conducted by partnerships between schools and colleges and universities. Indeed, throughout the 1980s there was a growing appreciation of the role that university-school collaboration can and must play in strengthening teaching and learning in schools. There are large and pertinent resources in higher education for the continuing preparation of teachers in their subjects. Such collaboration also recognizes that our colleges, no less than our schools, have a stake in the preparation of the nation's students in schools. In my written testimony I describe at some length the partnership which our own Institute represents.

As we are working in New Haven to make our Institute a more permanent institutional mechanism for faculty members at Yale and teachers in New Haven to collaborate, and because I am convinced that collaborative programs to be effective must be long-term, I was also pleased to see the five-year duration of funding for the academies. When we talk about structural changes in education, I think we need to think particularly of means for strengthening and lengthening the ties and cooperation between our schools and colleges.

Sixth, I note references in the bill to the possible participation of business and industry in the consortia the legislation would support [Section 303(c)]. As the Committee is aware, there has been a widespread interest in recent years in partnerships between the private sector and schools. Based on our experience in New Haven, I believe that there are strong reasons to encourage a wider partnership, one encompassing the private sector, schools, and higher education as well.

During the past ten years our Institute has been pleased to receive the support from national corporations and foundations and from many local businesses. As early as 1981, in fact, the Teachers Institute began to enlist the cooperation and support of local corporations. The first campaign was headed by the Chairman of the New Haven Development Commission. Through these campaigns more than 50 local corporations, ranging from large lending institutions to manufacturing concerns to small businesses, joined in support of our effort to improve teaching of the central academic subjects in our public schools.

In 1985, the late President A. Bartlett Giamatti of Yale, who was a great supporter of the Institute, the Mayor of New Haven, the Superintendent of the New Haven Public Schools, the Chairman of the New Haven Board of Education, the President of the Greater New Haven Central Labor Council, and a leading representative of the New Haven business community, all met to take stock of the Institute's first seven years and to plan for the future. The meeting affirmed that the Teachers Institute represents not only a partnership of the University and our local public school system, but also a partnership with the city, business, and labor.

Many New Haven business executives recognize that a strong public school system fulfills a basic need for employees, their families, and the community generally. They see that the quality of our public schools is vitally important for attracting and retaining corporations in New Haven, that it is linked to economic development, to the tax base, and to the economic health of our community and region. They realize that the school system is a major factor in families' decisions about where to live, where they therefore pay taxes and purchase goods and services.

Not only is the monetary support of these corporations for the Institute important, the executives with whom we work have also become more knowledgeable about the many positive developments in our schools. In that these individuals are leaders in our community, by involving them in improving our schools, we can foster greater public support for public education.

No single factor is more important to the economic and general well being of a community than a strong public school system. By supporting the Teachers Institute, local corporations have participated in making available to our schools one of our community's main educational resources, the faculty of Yale University. This they sometimes call a "leverage" which corporate support can provide. From meetings we have held with business leaders from the New Haven community, we believe that local corporations will therefore remain highly responsive to our efforts to strengthen our public schools.

Seventh, as President Norman Francis of Xavier University in New Orleans concluded in his evaluation of our Institute, this approach to strengthening teaching is cost-effective. The results of the proposed academies would be magnified many times: that is, by assisting individuals currently in teaching we increase their preparation and effectiveness not only with their current students, but also with their many future students as well.

My final point, I am highly encouraged to see that the bill would target resources on minority teachers and students, on school districts with a high proportion of students from low income families, and on subject areas where teacher shortages are most severe. In a similar way, when Yale University established our Teachers Institute we considered what should be the focus of this activity and decided to concentrate our efforts and our resources on our local public school district where the need was demonstrably great and where the University's own interest in improving our community schools was manifest.

In conclusion, because of the massiveness of the problem, only a bill like H.R. 4130 could have a realistic chance of strengthening, in this way, teaching of those subjects which are fundamental to the informed and humane citizenry, on which not only our economy but indeed our form of government depends.

Mr. Chairman, teaching is central to the educational process and to the vitality of our schools, in and through which we develop our capacity as a people, and as a nation.

Based on our experience with the Yale-New Haven Teachers Institute, I think of no step this committee might take which would hold greater promise, or is more necessary, for strengthening teaching and learning in our Nation's schools.

Thank you.

Yale-New Haven Teachers Institute
Support Awarded
1977-1989

The following foundations, corporations, and agencies have supported the Yale-New Haven Teachers Institute during the first twelve years.

Aetna Life and Casualty Foundation	1983-1984
Harlan E. Anderson Foundation	1984-1987
Atlantic-Richfield Foundation	1980-1988
Charles Ulrick and Josephine Bay Foundation	1985-1987
Brown Foundation	1983
Carnegie Corporation of New York	1985-1992
Carolyn Foundation	1980-1984
The College Board	1984-1989
Connecticut Bank & Trust Co.	1981-1987
Connecticut Humanities Council	1978-1982
Council for Advancement and Support of Education	1984
DeWitt Wallace-Reader's Digest Fund	1989-1992
Ford Foundation	1984-1990
Horace W. Goldsmith Foundation	1989
Edward W. Hazen Foundation	1978
Howard Hughes Medical Institute	1989-1992
Local corporations	1981-1982
Andrew W. Mellon Foundation	1981-1982
National Endowment for the Humanities	1978-1989
National Science Foundation	1980-1982
New Haven Foundation	1978-1988
New Haven Public Schools	1978-1989
New York Times Company Foundation	1984-1986
Anne S. Richardson Fund	1979-1985
Rockefeller Foundation	1982-1987
George W. Seymour Trust	1981
Xerox Foundation	1984-1987

Yale-New Haven Teachers Institute
Local Corporations Which Have Provided Financial Support

1978-1990

The Allen Group
Ashland Oil Inc.
Bank of New Haven
Bic Pen Corporation
Blakeslee, Arpaia, Chapman, Incorporated
Broad Street Communications
Colonial Bank
Connecticut Bank and Trust Company
C. Cowles Community Trust
DeFrank & Sons Corporation
EPD Corporation
Eastern Elevator
Eastern Steel and Metal Company
Eder Brothers Incorporated
Fusco Corporation
Elm City Incorporated
Etherington Industries
First Bank
A.W. Flint Company, Incorporated
G&O Manufacturing Company
Harloc Products Corporation
Harvey Hubbell Foundation
Insurance Management, Incorporated
Jackson Newspapers, Incorporated
Jenson Industries
Kops-Monahan Communication
Marlin Firearms Company.
National Pipe Bending Company
New England Corporation
New Haven Terminal, Incorporated
Newton-New Haven Company
Olin Corporation Charitable Trust
Olin Corporation - Winchester Group
Olin Employees Fund of New Haven, Incorporated
Security-Connecticut Life Insurance Company
Seton Name Plate Corporation
John P. Smith Company
Southern Connecticut Gas Company
Southern New England Telephone Company
Stop & Shop Foundation
Storer Cable TV of Conn., Incorporated
TRW Geometric Tool
UMC Electronics Company
U.S. Electrical Motors
Union Trust Company
United Aluminum Corporation
WTNH-TV
Wire Machinery Corporation of America, Incorporated
Wyatt, Incorporated.
Yale Co-op

THE NEW YORK TIMES, TUESDAY, APRIL [illegible], 198[illegible]

Cooperation Grows Between Yale and City Teachers

By GENE I. MAEROFF

THE Gothic stone walls that buffer the campus of Yale University from the rough and tumble city of New Haven, barriers that often seem psychological as much as physical, are becoming increasingly less forbidding to at least one group: local public school teachers.

An ambitious program, the Yale-New Haven Teachers Institute, bridges the gulf by allowing about 80 teachers a year to work with Yale professors in developing curriculum units to take back to the city's public schools.

"The attitude of teachers has changed and Yale is no longer seen as an ivory tower separated from New Haven," said Linda J. Maynard, a social studies teacher at the Hamden-New Haven Cooperative Education Center, a public school that operates in a nontraditional manner.

The program, which starts every March and continues with weekly meetings until the end of July, provides courses — known as seminars — in which groups of eight to 14 teachers gather with a senior professor. The subjects of the seminars are determined in advance by a panel of teachers who consult with their colleagues in the school system to identify areas of mutual concern.

In reaching out to the surrounding public schools, Yale is making a gesture that many educators say ought to occur more frequently. Colleges and universities have a high stake in improving the academic preparation of young people who will eventually be their students.

Nothing made this interdependence more apparent than the spread of remedial studies for incoming freshmen in the 1970's. There is now more interest than ever before in seeking avenues of cooperation; the City University of New York, for instance, is involved in [illegible] individual projects with public, private and parochial schools.

Yet the gulf that divides elementary and secondary education from higher education is not easily crossed. A long history of poor relationships still separates those who teach in colleges and universities and those who teach in the public schools.

"There is a continuum from secondary school to college that Americans have tended to ignore, creating a kind of gap that shouldn't be there," said Howard R. Lamar, dean of Yale College and a founder of the institute. "What is very important now is an awareness of the role that a university can play in a public school system."

The teachers' institute at Yale, formed in 1978 and supported by the National Endowment for the Humanities, the National Science Foundation and other sources, is emerging as one of the better examples of cooperation between a school system and a university. The program grew out of a project for history teachers that began in 1970, and in 1980 was cited as a model by the National Commission on the Humanities.

This spring, the institute expects to provide six separate series of seminars, all for secondary schoolteachers. Its aims are far more practical than a simple addition to the teachers' theoretical knowledge. Besides listening to lectures, reading books and engaging in discussions, each participant prepares a curriculum unit to present to his or her classes the following year over a period of two to eight weeks.

For example, Don Gorman, a teacher at Fair Haven Middle School, introduced into one of his courses this year a sequence of lessons on trees and their function in the life of the city. He prepared the lessons last year in connection with a seminar on the environment that lent itself to many possible lesson plans.

"Ongoing curriculum development is important and the institute is a way of doing this," said Mr. Gorman. "People in New Haven have always had some access to Yale, but there was nothing like this in which professors and teachers worked closely together in ways that have an impact on the public school students."

Program participants, or fellows as they are called, have the opportunity to become members of the university community. They are listed in the Yale directory and enjoy privileges in the libraries and other facilities. This is no small matter for public school teachers, so many of whom are accustomed to few amenities. The program is free to the teachers, who are paid $[illegible] for their participation.

"It's nice to get away for a while from the realities of urban poverty and the problems of secondary schools," said Miss Maynard. A recent survey of the former fellows showed that almost half were influenced in their decisions to remain as schoolteachers in New Haven by their experiences in the institute.

Another useful product of the institute has been the continuing relationships formed between some of the New Haven teachers and members of the Yale faculty.

"Most of the people I taught a year ago are still in touch with me," said Robin W. Winks, a Yale history professor.

Planning to Lead 2 Seminars

Dr. Winks has been so pleased with the seminars that this year he is leading two: "Society and the Detective Novel" and "An Unstable World: The West in Decline." Seminar assignments are in addition to the regular schedules of Yale professors and they receive extra pay.

Among the subjects on which teachers hope to develop curriculum units from this seminar are the treatment of Japanese-Americans in World War II, the effects of urban law on families, the procedure of a criminal trial and the question whether equality can be legislated.

The value of the institute, which is directed by James R. Vivian, a Yale official, does not seem limited to the schoolteachers, many of whom repeatedly participate in the program. Professors maintain that they are forced to think more about their subject matter, knowing that it has to be framed in ways that can be passed on to students in high schools and junior highs.

"The seminars help me grow as a teacher," said Dr. Winks. "Furthermore, I've learned about the practical problems of teaching in high schools. People who have been in what some call 'the real world,' have a different perspective on learning and it's nice to be teaching them."

The New York Times/[illegible]

Belinda Carberry, who participated in Yale program, conducts a class in urban poetry at Hillhouse High School.

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© Editorial Projects in Education

Educators Seek Solutions to 'Crisis' in Teaching

Yale Meeting Explores Collaborative Efforts

By Sheppard Ranbom

New Haven, Conn.—In what may be an indication of how serious the concern over the "crisis of quality" within the nation's teaching profession has become, the chief state school officers of 38 states, in an unprecedented move, met late last month at Yale University with the presidents of more than 40 of the nation's leading colleges and universities to discuss ways they can cooperate to get more academically able people into teaching while keeping the best of those who are already in the profession.

The purposes of the meeting, conference participants said, were to begin to break down the "tremendous prejudice against public-school teaching" that exists on many college campuses, to share ideas about successful school-college collaborations, and to encourage dialogue between state education officials and the leaders of the nation's institutions of higher education.

Expressed throughout the conference discussions was the view that if teacher training is to be improved and if more able students are to be attracted to the teaching profession, colleges and universities must commit more than just their education schools to the task. Many conference participants, especially university presidents, asserted that too many education programs are undistinguished.

A. Bartlett Giamatti, left, president of Yale University, speaking with Calvin M. Frazier, president of the Council of Chief State School Officers.

Prestige, Power, Preparation

The participants agreed, however, that "a climate now exists" to mount a broad national attack on the pervasive problems of the "prestige, power, pay, and preparation" of America's schoolteachers.

The unusual conference was sponsored by the Carnegie Foundation for the Advancement of Teaching, Yale, the Andrew W. Mellon Foundation, and the Council of Chief State School Officers.

Though the participants did not directly confront the problems of power and pay, they did discuss the need for innovative programs to provide incentives to entice good students into teaching and to retain the best of those now teaching.

They also exchanged information about programs that they said they believed would help improve school curricula and encourage "the intellectual renewal" of teachers.

"The fact that the nation's leading educators from schools and colleges met at Yale, an academic jewel box, to discuss specific

Continued on Page 10

Educators at Yale Forum Explore Solutions to 'Crisis' in Teaching

EDUCATION WEEK
MARCH 2, 1983

Continued from Page 1

ways to resolve problems within the teaching profession is a strong indication that the climate is ready for improvement," said Ernest L. Boyer, president of the Carnegie Foundation and a former U.S. commissioner of education.

"The quality of education in this nation is inextricably tied to the quality of teaching," Mr. Boyer asserted. "[But] today, the teaching profession is imperiled—rewards are few, morale is low, the best teachers are bailing out, and the supply of good instructors is drying up."

A. Bartlett Giamatti, president of Yale University, echoed that message: "We face today a crisis in public education in America, particularly in our urban high schools. The central features of that crisis are the problems our teachers themselves face daily in classrooms across America."

Mr. Boyer and other educators said that schools and colleges must work together to develop "mutually beneficial" programs that will help:

- Recruit talented college students into teaching.
- Link school teachers with college professors in their disciplines to develop uniform, up-to-date school curricula, with courses that mesh in logical sequence;
- Provide rewards and incentives to keep good teachers in the profession.
- Retrain teachers to teach in disciplines where there are critical shortages.
- Tell students early what skills and competencies they will need for success in college or in careers; and
- Strengthen education during the first years of schooling.

Efforts Inhibited in the Past

Such collaborative efforts have been inhibited in the past by the difference between the intellectual approach of academe, which seeks to advance the academic disciplines, and that of schools, which seek to advance the development of individual students, according to the Rev. William J. Sullivan, president of Seattle University.

Father Sullivan cited "traditional teaching divisions" between elementary schools, high schools, and colleges, as well as "industrial-modeled unionism" and the "financial self-interest of colleges and schools" as other inhibiting factors.

"We have constantly asked ourselves how cooperative programs will affect the finances of the institutions we represent. Our concern for [that] has undermined educational ideals," he said.

"It's an issue of resource allocation. For so long, we have seen ourselves as competitors for funds," said Steven S. Kaagan, commissioner of education in Vermont.

"All too often, efforts to build collaboration are not built into financing. As a result, programs become catch-as-catch-can, marginal, and bureaucratic," according to Mr. Boyer. Moreover, he said, programs have failed in the past because "those who devoted their time and talents were not rewarded for participation."

There are a lot of "boulders to be dislodged" in establishing collaborative programs, the conference participants agreed, but they emphasized that if colleges and schools focus on their common task—to foster excellence in teaching, learning, and curriculum—and not on the difficulties of collaboration, successful long-term programs can be established.

"Special Report"

Evidence that such programs exist was furnished for conference participants by the Carnegie Foundation in the form of a "special report"—*School and College: Partnerships in Education*—prepared by Gene Maeroff, an education writer for *The New York Times* and the author of the recent book, *Don't Blame the Kids*. The report, released at the Yale gathering, is based on a nationwide survey by Mr. Maeroff of such partnerships; it is to be the first of a series of reports on issues of concern related to the foundation's ongoing research efforts, Mr. Boyer said.

"Collaboration is as vital to higher education as to precollege, since the students in college reflect the quality of education in the elementary and secondary schools," said Mark R. Shedd, former commissioner of education in Connecticut.

Educators at the Yale conference generally agreed that although it is difficult to make teaching more attractive without raising salaries, some effective collaborative programs could help.

Such programs could include:

- Guaranteeing employment within a school system for students who enter teacher-training programs. The University of Southern Florida has worked out such an arrangement with school districts, according to Barbara W. Newell, chancellor of the State University of Florida system. (*See Education Week Oct. 5, 1981.*)
- Offering bright liberal-arts-college graduates who agree to teach for a number of years incentives, such as an extra year's pay or full tuition for graduate work, which would allow them to retrain themselves for new careers.
- Establishing a "loan-forgiveness" program that would allow students to borrow during their college years and be forgiven all or part of their debt if they teach for certain periods. Several states have instituted such programs to encourage more students to become mathematics and science teachers.
- Providing college scholarships to the sons and daughters of long-term teachers—a controversial proposal that higher-education leaders said was not likely to be implemented.

Lack of 'Teacher Turnover'

Many conference participants noted that the lack of "teacher turnover" is hampering efforts to attract new talent into the profession. And they stressed that improvements in inservice training for those teachers already in the schools must be a priority.

"We anticipate only a 2-percent turnover," said Floretta D. McKenzie, superintendent of schools in the District of Columbia. And that is important, she said, in light of the fact that "too many teachers are teaching the way [teachers taught] 100 years ago."

In New York schools, there will be a turnover of less than 2 percent, according to Gordon M. Ambach, New York Commissioner of Education and president of the State University of New York.

James R. Vivian, director of the Yale-New Haven Teachers' Institute, said the problem is a national one. "With the declining enrollment of high-school students, which will continue through the 1980's, and in spite of decreased class size, the turnover of our more than two million school teachers has decreased from 8 to 6 percent," he noted. "The secondary education of a generation of our young people will be mainly in the hands of individuals already teaching."

Norman C. Francis, president of Xavier University (323)

EDUCATION WEEK - MARCH 2, 1983

The New Haven teaching institute has brought 40 percent of the city's humanities and science teachers to campus to participate in curriculum-development seminars with Yale faculty members. (*See Education Week, Sept. 14, 1981.*)

Scholars who led those seminars told conference participants that there was significant evidence available to show that the institute helped improve the curricula in the schools, gave teachers a forum to air their frustrations, and fostered a close collegial relationship between professors and teachers that continues long after the seminars. They added that the seminars provided faculty members with a useful look at the education that is taking place in the schools, keeping them up to date with the aptitudes, interests, and training of the high-school students they might one day teach.

The Yale program, like others being established nationwide, does not set out to "solve the problems of the city or the nation," said Mr. Giamatti, noting that the limited scope of the program is part of the reason for its effectiveness.

"If you try to extend yourself too far, you dilute what you can accomplish," Mr. Giamatti said.

Educators at the conference expressed concern that the status of the teaching profession is hurt by changes occurring in academe: the abandonment by institutions of their departments of education and the transformation of traditional state teachers' colleges into comprehensive institutions.

I. Michael Heyman, chancellor of the University of California at Berkeley, asserted that universities must commit their entire faculty to the training of teachers, rather than leave the task to schools of education, which, he said, often offer undistinguished programs. Mr. Heyman's institution has undertaken such a reform of its education programs. (*See Education Week, Jan. 26, 1982.*)

Many education schools and teacher-training programs are starting to "find the balance" between academic disciplines and methodology, though they once focused far too much on teaching pedagogical skills, said John Thomas, chancellor of Appalachian State University, which grants 450 baccalaureate degrees and 300 master's degrees in education per year.

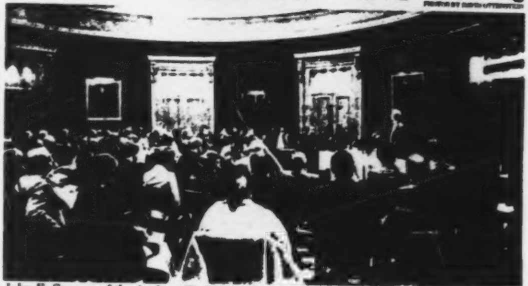
Teacher-Preparation Programs

Some chief state school officers argued that money to improve teacher-preparation programs too often goes directly to higher-education institutions to do with as they please with no consultation with the school systems served by the programs.

"Revisions in teacher-preparation programs," said Carolyn Warner, Arizona's chief state school officer, "should be made with the approval of the state department of education. If they come up with a workable plan, the department can change certification requirements so that all colleges in the state can follow the improved program." She added that s[illegible]llaboration had been successful in her state.

"The irony is that we demand excellence in athletics, in art, in consumer durables, and the like, while we seem to fear it in relation to intellectual competence," said Harold T. Shapiro, president of the University of Michigan.

"We have told a generation of students that intellectual achievement is unrelated to their progress through our school systems. Social adjustment, individual realization, group consciousness, and the like are currently valued at least as highly as achievement is," Mr. Shapiro said. "We have, in the end, exploited our students and fooled ourselves."



John E. Sawyer of the Andrew W. Mellon Foundation, top, and Ernest L. Boyer of the Carnegie Foundation, bottom, speak at Yale conference on school-college collaboration.

The Boston Sunday Globe July 29, 1984 43

Yale program for public school teachers to be copied nationwide

By David McKay Wilson
Special to The Globe

NEW HAVEN – With neither a graduate school of education nor continuing education courses for area residents, Yale University has been criticized over the years for neglecting local educational needs.

Recently, though, that criticism has been blunted by the work of the Yale-New Haven Teachers Institute, which is being recognized as a national model for town-gown collaboration.

The 6-year-old institute brings New Haven public school teachers to the campus for seminars with Yale faculty. The 13-session seminars, held from May through July, serve as a foundation for curriculum units – akin to course plans – that the teachers develop to use in the fall in their own classrooms.

Since its establishment in 1978, more than 40 percent of New Haven's secondary school-teachers have participated.

Middle school bilingual education teacher Jill Savitt, for instance, has just completed a unit she developed on the role of women in Latin America, which grew out of an institute seminar on Hispanics in America. The unit focuses on three women: Eva Peron, wife of former Argentine president Juan Peron, who believed that women should be paid for housework; the passionate Puerto Rican poetess Julia de Burgos; and a 17th Century Mexican nun whose writings deal with the pursuit of knowledge by women.

Savitt hopes her unit will be used by other teachers in the New Haven schools who teach language, history and social studies.

"I wanted to find Hispanic women heroes for my students," said Savitt, who has been an institute fellow since 1978. "This is a way to introduce Hispanic culture and women into the curriculum. Hopefully, the kids will learn English better when they have some cultural identification with the material."

This year, 70 teachers are developing units that grew out of six seminars. The topics were Geology in Connecticut's Industrial History, Elements of Architecture, the Oral Tradition, Greek Civilization, American Adolescence and Hispanics in America.

The units will be published in bound volumes, which – along with 50 volumes of units developed in previous years – will be available to other teachers. In addition, the new units will be presented to teachers throughout the New Haven school system in workshops coordinated by the institute early this fall.

"Some teachers say they prefer to teach these units because they are prepared by teachers who know what it's like in the classroom," said institute director James Vivian. "Some are used only by the author, but others are used by as many as 12 others."

This spring, the institute was singled out by the American Assn. of Higher Education as "a pioneering and nationally significant example of university-school cooperation with an exemplary approach to improving our public schools."

With a $60,000 grant from the National Endowment for the Humanities, the institute is helping other communities and colleges establish similar programs. The University of Hartford has used the model, and similar institutes are being planned at Duke University, the University of Washington, Lehigh University and the University of California at Berkeley.

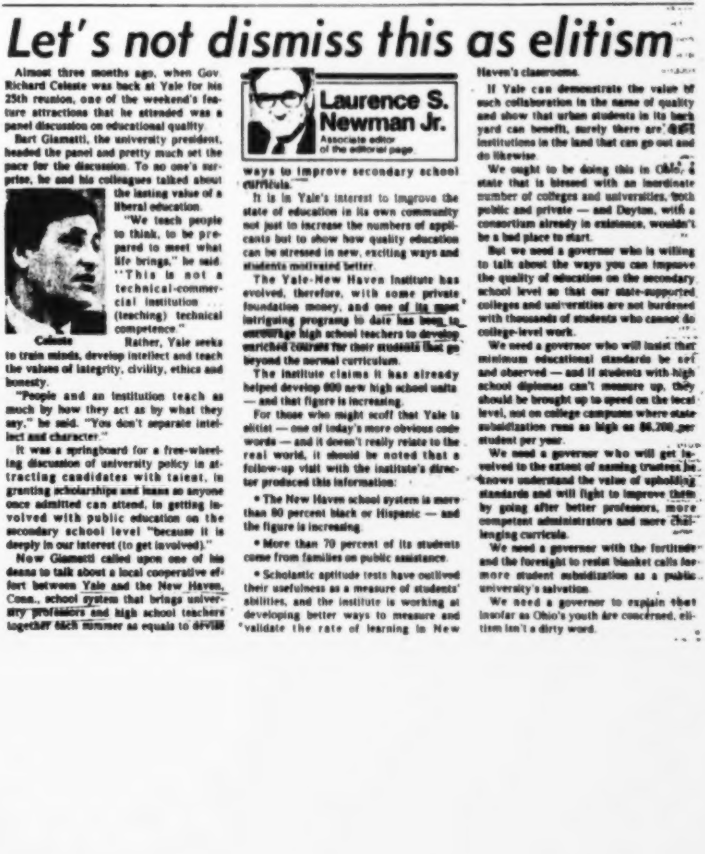
New Haven officials are heartened by the impact of the program on teacher morale, often lagging in inner-city schools. In one study, 48 percent of the institute's fellows said they had decided to stay in the New Haven public school system because of the institute.

"The institute attracts good people, and it helps teachers feel better about teaching, about themselves and about what they are doing in the classroom," said Savitt.

Seminar topics evolve from proposals by teachers, not from the institute office.

The institute's annual budget of $360,000 comes from a variety of sources. The New Haven school system and Yale pick up half the tab; the rest comes from grants from major foundations and the National Endowment for the Humanities (NEH). In addition, Yale has used its development office to raise contributions from 50 local corporations. The National Endowment for the Humanities grant will run out in 1986, and the institute has embarked on a $4 million endowment campaign to secure permanent funding.

Dayton Journal Herald
September 1984



Let's not dismiss this as elitism

Laurence S. Newman Jr.
Associate editor of the editorial page

Almost three months ago, when Gov. Richard Celeste was back at Yale for his 25th reunion, one of the weekend's feature attractions that he attended was a panel discussion on educational quality.

Bart Giamatti, the university president, headed the panel and pretty much set the pace for the discussion. To no one's surprise, he and his colleagues talked about the lasting value of a liberal education.

Celeste

"We teach people to think, to be prepared to meet what life brings," he said. "This is not a technical-commercial institution ... (teaching) technical competence."

Rather, Yale seeks to train minds, develop intellect and teach the values of integrity, civility, ethics and honesty.

"People and an institution teach as much by how they act as by what they say," he said. "You don't separate intellect and character."

It was a springboard for a free-wheeling discussion of university policy in attracting candidates with talent, in granting scholarships and loans so anyone once admitted can attend, in getting involved with public education on the secondary school level "because it is deeply in our interest (to get involved)."

Now Giamatti called upon one of his deans to talk about a local cooperative effort between Yale and the New Haven, Conn., school system that brings university professors and high school teachers together each summer as equals to devise ways to improve secondary school curricula.

It is in Yale's interest to improve the state of education in its own community not just to increase the numbers of applicants but to show how quality education can be stressed in new, exciting ways and students motivated better.

The Yale-New Haven Institute has evolved, therefore, with some private foundation money, and one of its most intriguing programs to date has been to encourage high school teachers to develop enriched courses for their students that go beyond the normal curriculum.

The institute claims it has already helped develop 600 new high school units — and that figure is increasing.

For those who might scoff that Yale is elitist — one of today's more obvious code words — and it doesn't really relate to the real world, it should be noted that a follow-up visit with the institute's director produced this information:

- The New Haven school system is more than 80 percent black or Hispanic — and the figure is increasing.

- More than 70 percent of its students come from families on public assistance.

- Scholastic aptitude tests have outlived their usefulness as a measure of students' abilities, and the institute is working at developing better ways to measure and validate the rate of learning in New Haven's classrooms.

If Yale can demonstrate the value of such collaboration in the name of quality and show that urban students in its back yard can benefit, surely there are other institutions in the land that can go out and do likewise.

We ought to be doing this in Ohio, a state that is blessed with an inordinate number of colleges and universities, both public and private — and Dayton, with a consortium already in existence, wouldn't be a bad place to start.

But we need a governor who is willing to talk about the ways you can improve the quality of education on the secondary school level so that our state-supported colleges and universities are not burdened with thousands of students who cannot do college-level work.

We need a governor who will insist that minimum educational standards be set and observed — and if students with high school diplomas can't measure up, they should be brought up to speed on the local level, not on college campuses where state subsidization runs as high as $6,700 per student per year.

We need a governor who will get involved to the extent of naming trustees he knows understand the value of upholding standards and will fight to improve them by going after better professors, more competent administrators and more challenging curricula.

We need a governor with the fortitude and the foresight to resist blanket calls for more student subsidization as a public university's salvation.

We need a governor to explain that insofar as Ohio's youth are concerned, elitism isn't a dirty word.

THE NEW YORK TIMES, SUNDAY, SEPTEMBER 30, 1984

Program Aids Teachers

By DAVID McKAY WILSON

MICHAEL CONTE, a teacher at a New Haven public school, has a new approach for teaching mathematics this fall. He is incorporating math problems involving Connecticut's industrial and geologic history.

His novel method evolved from a seminar he attended last spring at the Yale-New Haven Teachers Institute, which is recognized as a national model for collaboration between universities and the towns where they are located.

The six-year-old institute brings New Haven public schoolteachers on campus for seminars with Yale University faculty. The 13-session seminars, held from May through July, serve as a foundation for course plans that teachers develop for use in their classrooms. About 70 teachers have participated this year.

[illegible]

Michael Conte helping student at the Jackie Robinson Middle School in New Haven

Mr. Conte, a former social studies instructor, now teaches remedial math at the Jackie Robinson Middle School. The institute seminar that he attended, which dealt with the relationship between the state's geology and its industrial development, provided him with material and he incorporated into a course plan.

He will teach ratios and proportions by talking about how much iron ore from the Salisbury mines was needed to produce high-grade metals for the nuts and bolts manufactured at Unionville factories. Students will hone their math skills working with maps and graphs about the growth of Connecticut industry.

This fall, Mr. Conte is also serving as one of 10 coordinators promoting the institute at their schools. He is canvassing teachers to find out what topics they want to study, recruiting teachers for next spring's seminars and encouraging them to use any of the 70 course plans, or curriculum units, developed in 1984.

The topics of the six spring seminars ranged from elements of architecture, geology and Connecticut's industrial past to Greek civilization, American adolescence and Hispanic culture. The course plans will be published and will be available to other teachers. These locally produced teaching aids have been increasingly popular, said James Vivian, director of the institute.

"Some teachers say they prefer to teach these units because they are prepared by teachers who know what it's like in the classroom," he said.

New Haven school officials said they are heartened by the impact of the program on teacher morale. About 40 percent of the system's middle and high school teachers have participated in the institute since 1978.

Participating teachers oy become part of the Yale community, with access to libraries and gymnasiums, and take classes that deal in subject matter, not educational methodology. A study done by the institute showed that 48 percent of the participants decided to stay in the New Haven school system because of their involvement with the program.

"It has made me rethink my teaching strategies and it doesn't allow me to become dormant," said Mr. Conte about the program. "It's great being in the seminar with 12 other teachers because they give you ideas, too. It's a collaborative process in that the Yale professors really want to know what we want to learn."

The institute has been singled out by the American Association of Higher Education as "a pioneering and nationally significant example of university-school cooperation with an exemplary approach to improving our public schools."

In October, institute officials will travel to Washington, D.C., to receive a $1,000 award from the Council for Advancement and Support of Education for University-High School Partnership Programs.

With a $80,000 grant from the National Endowment for the Humanities, the institute is helping other communities and colleges establish similar programs. An advisory board with some of the nation's leading educators is overseeing the outreach program. Institutes are being planned at Duke University in Durham, N.C., the University of Washington in Seattle, Lehigh University in Bethlehem, Pa. and the University of California at Berkeley.

In Connecticut, the outreach resulted in the establishment of the University of Hartford's institute last spring, financed with grants from the Aetna Foundation and the Connecticut Humanities Council. Twenty-six Hartford public schoolteachers participated in four humanities seminars. The director, Leo Rockas, said he hopes to expand the institute next spring to eight seminars, with three in math and the sciences.

But to increase its offerings, the Hartford institute will also have to increase its financing from about $80,000 to $150,000, Mr. Rockas said. Like the Yale program, it will seek support from private foundations and corporations.

The Yale-New Haven institute's annual budget of $380,000 comes from a variety of sources. The New Haven school system and Yale pick up about half; the rest comes from major foundations and the National Endowment for the Humanities. ■

The College Board News
Fall 1984

[illegible] new edition of the Institute's book.

Yale-New Haven Program Proves Teachers Are Vital to School Improvement Efforts

FOR the past seven years, faculty members of Yale University and teachers of the New Haven, Connecticut, public schools have been working together as colleagues and peers to improve the quality of education for students in grades 7 through 12 of the New Haven public schools.

Their collaboration, known as the Yale-New Haven Teachers Institute, has won professional recognition and awards over the years, and the support of the National Endowment for the Humanities, national foundations and corporations, and more than 30 local companies. The Institute's latest award, presented by the Council for the Advancement and Support of Education in October, indicates that it is one of the five best school-college collaborations in the nation today.

The Yale-New Haven Teachers Institute participates in a network of 13 collaborative school-college projects that began to share information and resources last year under the auspices of the College Board's Educational EQuality Project.

In order to help more schools and colleges benefit from the Institute's experience, the Board's Educational EQuality Project is publishing a new edition of the Institute's book, *Teaching in America: The Common Ground.*

The Educational EQuality Project will also help call attention to the Yale-New Haven approach by active promotion of the new book and by fostering discussions in other locations around the country of the principles of the Institute, according to James Herbert, executive director of academic affairs at the College Board.

The Board, with its membership of institutions of secondary and higher education, "is both a natural ally and an obvious means for acquainting colleagues in other communities with our work," said James R. Vivian, director of the Yale-New Haven Teachers Institute.

"We share, with the College Board and its Educational EQuality Project, a commitment to the twin goals of excellence in and access to education at all levels."

Power to the Teachers

"The Institute may be a model for similar projects," Mr. Vivian said, "but we are not seeking direct transplants of the program as it exists in New Haven."

In any program, teachers are vital to success, he said, and efforts to improve schools will not succeed without their leadership.

"In this country we have too long held teachers responsible for the condition of our schools without giving them responsibility—empowering them—to improve our schools," Mr. Vivian wrote in his introduction to *Teaching in America.*

"This fundamental precept has proved indispensable to the success of our Teachers Institute and will continue to guide our work."

Later in this decade, he notes, the nation will face potential shortages of qualified teachers. The immediate task, he said recently, "is to strengthen the teaching of individuals already in the profession."

A Microcosm

New Haven, Connecticut, is a microcosm of urban public education today. For many of the public school teachers, teaching has become more stressful. High rates of student absenteeism and mobility among schools impair teachers' ability to plan logical sequences for learning, and about half of the secondary school teachers teach subjects in which they did not major in college or graduate school.

More than 60 percent of the city's secondary school students come from families receiving some form of public assistance, 83 percent of its students are black or Hispanic, and 45 percent of those who enter ninth grade do not graduate.

Within this setting, the faculty of Yale University was a major resource waiting to be tapped.

"Yale University does not have a school of education," said Mr. Vivian, "so we do not involve 'curriculum experts' in the usual sense to develop new materials, train teachers, and expect the materials to improve classroom teaching."

Instead, Yale faculty from many departments collaborate with the teachers to develop curriculum materials of high quality pertinent to student needs. In applying to the Institute, teachers describe the topics they want to develop, and Yale faculty circulate seminar proposals related to those topics. After canvassing other teachers, the Institute's coordinators, teachers themselves, select the seminars to be offered.

In the more than 40 seminars to date, topics have included geology, the environment, medical imaging, student writing, drama, British studies, the arts and material culture, the American family, and society and literature in Latin America.

Each year, some 80 New Haven public school teachers become Institute Fellows to work with members of the Yale faculty. In a rigorous four-and-a-half-month program of talks, workshops, and seminars held during the school year, they study and prepare curricular materials that they and other teachers will use in the coming school year. They compile their materials, distribute copies to all New Haven teachers who might use them, and conduct workshops for colleagues to promote their use.

Each Fellow receives an honorarium upon successful completion of the program. Between 1978 and 1982 40 percent of New Haven public secondary school teachers in the humanities and sciences participated in the Institute's seminars. Nine out of ten of them are likely to return for another seminar. Two out of three of the other teachers are inclined to participate in the future.

Teaching in America contains essays by Yale faculty members who have led Institute seminars, and by New Haven school teachers who tell how they have drawn on the seminars to develop new materials and strategies for their students.

It also includes results of a recent survey that found that the Institute significantly increased teachers' knowledge of their disciplines, raised their morale, heightened their expectations of their students' ability to learn, and improved student learning, and that the teachers' materials serve all students.

To order a copy of the book send $8.95 to College Board Publications, Department B77, Box 886, New York, New York 10101. ●

Testimony of James R. Vivian
Page 89
The New Haven Register, September 24, 1986

Yale gives $423,000 to teacher program

By Joseph T. Brady
Staff Reporter

Yale University's new president, Benno C. Schmidt Jr., has wasted little time in joining the city's top officials in the public spotlight.

Three days after his inauguration, Schmidt Tuesday joined Mayor Biagio DiLieto and Superintendent of Schools John Dow Jr. at a press conference to announce a major grant for a joint educational program.

The Yale-New Haven Teachers Institute received a $245,000 grant from the National Endowment for the Humanities for training public school teachers and developing courses in the humanities over the next three years.

The grant is part of a $966,000 package over three years that also includes a $423,000 contribution from Yale and a $198,000 donation from the city and other sources. The NEH has offered the remaining $100,000 in the form of a matching grant.

The program will allow 50 high school and middle school teachers to participate during each of the next three years, according to James R. Vivian, institute director. The teachers enroll in 4½-month seminars conducted by Yale faculty members and develop courses that often become part of the public school curriculum.

The focus will be increased understanding of American history and culture and of other nations through their language and literature.

Schmidt said Yale's involvement in the program is one way in which the university strives to be "a good and active citizen" of New Haven. "It's one of our great successes," he said.

When a member of the audience asked whether Schmidt would lead a seminar in his specialty, constitutional law, the Yale president said, "I might leap at it," if given the opportunity.

Dow said the grant "gives stability to an outstanding program" that serves as a model for similar collaborations across the country. He said the program also has played a large part in the New Haven system's success.

"Contrary to what many people might feel, we've demonstrated that urban public school education can be an outstanding venture," Dow said.

DiLieto praised Yale for its role in the project, calling the university "one of New Haven's greatest resources, if not the greatest resource." He said the NEH grant makes clear the merit of the program.

seminars on "The Writing of History: History as Literature" and "Detective fiction: Its Use as Literature and as History;" Bryan J. Wolf, Director of Graduate Studies and Associate Professor of American Studies: seminar on "America as Myth."

Since its inception in 1978, the Teachers Institute has served 194 teachers including two New Haven public school teachers who attended the press conference at which the grant was announced. Lula White who has been teaching for 18 years has attended the Teachers Institute since its inception. This year she attended the seminar on "Family In Literature" and from her studies compiled a curriculum for sociology based upon five plays. White plans to teach the curriculum in her sociology classes at the Conte Career Educational Center. White said she finds the Teachers Institute offers her an intellectual stimulation.

Elizabeth Lawrence, a special education teacher, has been teaching for nine years and has attended the Institute for three years. This year she attended the seminar on "Writing and Rewritings of the Discovery of America" — from Columbus to the Modernista Movement. The seminar gave a different slant to the discovery of America by offering a perspective of the Spanish influence. Lawrence, whose heritage is Spanish and Italian, also emphasized the intellectual stimulation of the seminars.

Testimony of James R.
Vivian
Page 92

The New York Times

TUESDAY, NOVEMBER 18, 1986

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ABOUT EDUCATION

Promoting 'Subversion'

By FRED M. HECHINGER

LARGELY unnoticed by the public, a new movement of collaboration between high school teachers and college professors has begun to stretch across the country, "subverting" the traditional separation between school and college.

Earlier this month, 100 representatives of that movement met for two days at Yale University in a conference on "Strengthening Teaching Through Collaboration."

"Collaboration is not a supportive but a subversive activity," said Peter M. Briggs, an English professor at Bryn Mawr College. Reform through collaboration, he said, must subvert "educationists" more interested in theory than in the realities of the classroom.

Yale was the host of the conference because the Yale-New Haven Teachers Institute, established in 1978, is one of the oldest and most successful of such collaborative programs.

The institute is a partnership of equals between university faculty members and public school teachers or "fellows." Its centerpiece is a system of seminars, led but not dominated by the professors. The program lasts over the course of the academic year.

"We wanted to empower teachers to gain greater control over the subjects they teach, the curriculum they use, and the professional activities they undertake," said James R.

Continued on Page C9

'Subversion' in School

Continued From Page C1

Vivian, the institute's director. The fellows enjoy full campus privileges, are listed in the Yale directory and receive a $750 stipend. Most important, they establish personal and professional contact with the collaborating Yale professors.

Since 1978, the institute has offered 57 seminars in the humanities and arts, the social sciences, mathematics, and the physical and life sciences; 56 professors, many of them senior members of their departments, have participated. They are drawn from Yale College, the Graduate School and the schools of architecture, art, divinity, forestry and environmental studies, law and medicine. Some 229 teachers have completed the program, many of whom have participated in seminars on several topics. Each year almost 25 percent of all New Haven secondary teachers in the humanities and sciences become fellows. To date, they have developed 463 individual curriculum units, which are also widely used by their colleagues in the city's schools. The fellows point out that such units differ from outlines usually given to teachers; instead they stress the teachers' individual mastery of the topic, without spoon-feeding prepared materials and lessons to students.

• • •

"We did not want the institute to be something concocted by Yale and imposed on the schools," said Mr. Vivian. The teachers themselves decide which topics would be most useful. The term "course" is outlawed because it connotes imposition from above instead of a collaboration of colleagues.

To be successful, Mr. Vivian stresses, collaboration must be permanent. Nothing hurts university involvement with the schools more than the teachers' suspicion that the professors regard their part as a short-term charity.

Effective collaboration also needs the full support of the university's top leadership. Yale was fortunate that A. Bartlett Giamatti had been planning to lead the institute's first writing seminar for high school teachers when he became the university's president in 1978. Opening the recent conference, Benno C. Schmidt Jr., Mr. Giamatti's successor, called such collaboration "indispensable to education reform."

• • •

The list of participants in the conference showed collaboration's rapid spread. Teams came from Eastern colleges like Brown University in Rhode Island, the Massachusetts Institute of Technology, Cornell, Bard College in New York, and the University of Hartford; from Middle Western schools, including Oberlin College in Ohio and the University of Michigan; from Southern schools like Duke University in North Carolina and from colleges in the West, including several divisions of the University of California and the University of Washington.

Tom Bloom

Collaboration, said Michael Hooker, Chancellor of the University of Maryland, must focus on teaching. "We've wrongly indoctrinated graduate students to think that teaching interferes with research," he said. "This movement could change that."

But several participants cautioned that schools must be reorganized to make the most out of collaboration and to welcome and make use of rejuvenated teachers. "Schools are not open to change," said a delegate from M.I.T.

Still, the early benefits seem impressive. A New Haven teacher said: "I've been able to grow beyond my environment, which is room 105. The system just used to plunk some materials on my desk at the start of the year and say, 'Use them.' I've grown. I'm enthusiastic about what I teach, and the students pick this up."

Not all of the collaborative efforts function alike. For example, the four-year old Stanford in the Schools program deals with six surrounding school districts, mainly through principals and superintendents. It has not made the close connections with individual teachers.

The secret of Yale's success may be that the university has no school or department of education, so the program is run by its arts and science faculties.

Other observers credit the fact that Yale, which is rich in resources, focuses on New Haven, the nation's seventh poorest city.

Still, the benefits are by no means one-sided. The university professors repeatedly extolled the benefits they derive, such as insights into the needs of the high school students who may soon be in their own classrooms. They also learn the importance of good teaching, a rare commodity in colleges, too. Traugott Lawler, professor of English at Yale, urged even closer working contact. "Professors should visit their teacher collegues' classrooms regularly," he said.

Testimony of James R. Vivian
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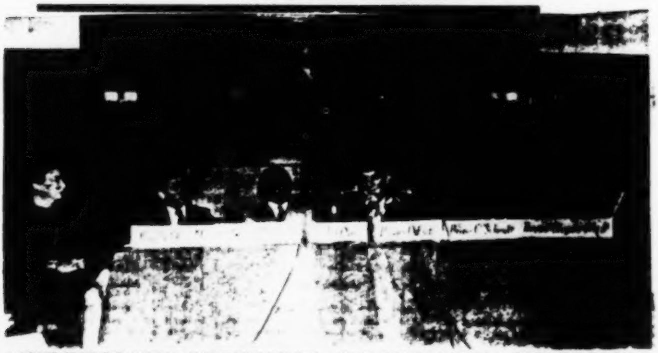
THE LINK

COMMUNITY

New Haven Public Schools

October 1980



A GRANT FROM THE NATIONAL ENDOWMENT FOR THE HUMANITIES to the Yale-New Haven Teachers Institute was announced during a press conference Sept. 23 in the Hall of Graduate Studies, York Street. Left to right are Dr. Pamela Glenn Menke, NEH; James R. Vivian, director, Yale-New Haven Teachers Institute; Superintendent of Schools John Dow Jr., Mayor Biagio DiLieto, Yale President Benno C. Schmidt, and Thomas G. Ward, NEH.

Yale-New Haven Teachers Institute receives grant from National Endowment for Humanities

In his first official press conference, just two days after his inauguration, Yale University President Benno C. Schmidt Jr. joined Superintendent of Schools John Dow Jr. and Mayor Biagio DiLieto in announcing a grant for the Yale-New Haven Teachers Institute. The Institute has received a $245,000 grant from the National Endowment for the Humanities for training public school teachers and developing courses in the humanities over the next three years, announced James R. Vivian, institute director. The grant is part of a total $966,024 package for the next three years which includes a $100,000 matching fund from NEH, $423,306 from Yale and $197,718 from New Haven and other donors.

Model for country

Superintendent Dow, noting that the Teachers Institute is incorporated in the school system's five year staff development plan, underscored the Institute's role as a model for the nation and demonstrates that Urban Public School Education can be an outstanding venture. "The leadership here can be a model for the nation." Dr. Dow added that he was very excited about the grant and noted that the city must make a commitment to teachers not only in salaries but in quality of education. Dr. Dow expressed his personal appreciation to Mayor DiLieto for his support to the Teachers Institute.

Mayor DiLieto told the gathering of press, Yale professors, and New Haven Public School teachers and administrators that "Yale is one of New Haven's greatest resources, if not the greatest." The grant, he said, bespeaks of the program's highly meritorious aspects and recognizes the importance of education and the importance of teaching children in a most effective way. The mayor praised Dr. Dow for the exceptional work he has done in the school system and NEH for enabling the Teachers Institute program to continue with the grant.

Yale President Schmidt praised the Teachers Institute program as an effective and responsive joint partnership. Schmidt said Yale's involvement in the program is one way in which the university strives to be "a good and active citizen" of New Haven. He said the Teachers Institute was important to the business community because the strength of public schools contributes to the overall development and well being of a community. In his closing remarks Schmidt saluted the public school teachers whose leadership and participation have made the Teachers Institute so successful and which he noted was the hallmark of the program.

The National Endowment for the Humanities was represented by Dr. Pamela Glenn Menke, director, Division of Education Programs, and Thomas G. Ward, program officer, Humanities Instruction, elementary and secondary school programs. Dr. Menke said, "Effective teaching demands teachers who know the content of the humanities, who have informed perspectives that enable them to present great works, events, and ideas in an integrated fashion and who have the intellectual preparation which stimulates them to engage in dialogue with students and with one another. Yale University and the New Haven schools have demonstrated that excellence in the humanities can be the basis for civic relations and that distinguished scholars of the humanities are part of a tradition of public service. Without strong schools there can be no strong universities. Schools, colleges, and universities are partners in the enterprise of preparing children, youth and adults to become the informed citizens who shape our nation. Yale University and the New Haven public schools have the academic intensity and the dedication of purpose which bring teachers and scholars together to form an intellectual composition of a common heritage."

The Teachers Institute, a joint effort between Yale and the New Haven Public Schools to strengthen teaching and learning in the community's middle and high schools, provides leadership and supplementary materials and expertise in training teachers. Founded in 1978, the Institute runs from March to July training teachers in curriculum development and in their area of study. From October to December teams of Fellows from each seminar present the results of their work to other teachers in the school who wish to use the material Fellows have developed.

In each of the next three years the Institute will offer five seminars in the humanities that respond to the Endowment-wide initiatives which include calling upon schools and colleges to join in an effort to provide an increased understanding of American history and culture, and an understanding of other nations through their language and literature. Fifty New Haven public school teachers will participate in these seminars led by 11 Yale faculty members.

The Yale faculty and the seminar topics are as follows: Jean-Christophe Agnew, Associate Professor and Director of Undergraduate Studies in American Studies, seminar on "Rites of Passage: Immigration and American Culture;" Victor Bers, Associate Professor and Director of Graduate Studies of Classics, seminar on "The Place of Classical Learning in American History;" Kent C. Bloomer, Professor (Adjunct) Architectural Design, Director of Undergraduate Studies, School of Architecture, seminar on "Architectural Monuments;" Richard H. Brodhead, Professor and Director and Chairman of Spanish and Portuguese, seminars on "The Modern Short Story in Latin America," "Major Poems in Modern Latin American Literature," "Writings and Re-Writings of the Discovery and Conquest of America."

Also, Howard R. Lamar, William Robertson Coe Professor of History, seminar on "American Regions and Regionalism;" Traugott Lawler, Professor and Associate Chairman of English, seminars on "Epic, Romance, and the American Dream" and "Poetry;" James A. Snead, Assistant Professor of English and Comparative Literature, seminar on "Readings in the Modern Short Story;" Thomas R. Whitaker, Professor English, seminars on "Writing About American Culture," "Writing About American Fiction," "Writing About American Poetry;" Robin W. Winks, Master of Berkeley College, Professor of History

Continued next page

Yale helps city teachers shape lessons

By Magaly Olivero

NEW HAVEN — Peter P. Wegener, professor emeritus of engineering and applied science at Yale University, aimed the vacuum cleaner hose at the two spheres dangling from a pole in order to demonstrate a principle of atmospheric pressure. Graphics and equations on energy and mass filled the blackboard behind him.

The audience of New Haven teachers watched the experiment intently as they made notations and asked questions. They will use the knowledge they gain from Wegener and other Yale professors this summer to develop lesson plans, or curriculum units, to bring back to city schools.

Wegener's seminar on aerodynamics is part of the Yale-New Haven Teachers Institute, a collaborate effort between Yale University and the New Haven school system which celebrates its 10th anniversary this year.

Turn to Institute, Page 5

Yale Professor Peter Wegener teaching teachers. The subject: aerodynamics.

Mara Lavitt/Re

Institute; Teachers help shape their own learning

Continued from Page 1

For the past decade, Yale University faculty and New Haven teachers have been working together as colleagues and peers to improve the quality of education for students enrolled in Grades 7 through 12 in city schools.

More than 275 teachers — 35 percent of the city's middle school teachers and 34 percent of its high school teachers — have attended nearly 70 seminars in the humanities and arts, the social sciences, mathematics, and the physical and life sciences. The curricula developed as a result of these seminars have been used in about 1,500 classrooms, reaching approximately 30,000 pupils.

Beyond New Haven, the institute has been recognized by the Council for the Advancement and Support of Education as a national model for collaboration between universities and towns. It has been acclaimed by the National Endowment for the Humanities and has helped other communities and colleges establish similar partnerships throughout the country.

James R. Vivian, institute director since the start, attributed much of the success to the fact that teachers have a leadership role in the program.

"The program has been highly realistic about how to bring about change because teachers who know about the realities of their work and their classrooms are the ones calling the shots," said Vivian.

Seminar topics offered at the institute, which runs from March to July, are determined in advance by a panel of teachers who consult with their colleagues in the school system to identify areas of mutual concern. The participants, or fellows, enjoy full campus privileges, are listed in the Yale directory and receive a $1,000 stipend. The curriculum units they develop are published in bound volumes that are made available to all teachers.

"I give these teachers a lot of credit. They work all day and then come to the Yale campus for these seminars," said Wegener. "These are dedicated educators."

Carolyn Kinder, an eighth grade science teacher at Jackie Robinson Middle School who has participated in the institute for six years, said the experience has helped raise her self-esteem as a teacher.

"I was having a hard time relating subject content to the students because of discipline problems. I started thinking of myself as a failure," she said. Once at the institute, however, Kinder found moral support and practical advice from colleagues with similar problems.

She also was exposed to methods of making science more exciting for her students. "I feel like a little girl with the lollipop in her hand," said Kinder, of the chance to interact with Yale faculty. "I get to have contact with some of the best minds in the country on a certain topic. That gives me a sense of power and expertise that I can bring back to the classroom."

Kinder has developed a number of curriculum units, including lesson plans on the geology of the West River, coal as an energy source and medical imaging. This year she is developing lessons on hormones and reproduction.

Vivian envisions the institute continuing to provide a mechanism for teachers to update their skills and study new subjects in the future. Success, however, depends on continued financial support from Yale, the city and local and national foundations. The institute has an operating budget of $500,000.

"The institute," said Vivian, "is proof that teachers are themselves learners and the best teachers are active learners."

Chairman **Hawkins**. Thank you, Dr. Vivian.

Mr. **Vivian**. Should I then introduce Ms. Kinder to comment briefly on her experience directly in the program?

Chairman **Hawkins**. You may at this point, if you will. You may proceed, Dr. Vivian.

Mr. **Vivian**. I'm very pleased that the committee suggested that I might include today a New Haven teacher. Carolyn Kinder has for some 10 years been affiliated with the Yale-New Haven Teachers Institute.

She is a leader in our program and the science teacher in Jackie Robinson Middle School in New Haven.

Chairman **Hawkins**. Ms. Kinder, we welcome you. Would you pull the microphone over, please?

Ms. **Kinder**. Yes, thank you. My name is Carolyn Kinder, 8th grade science teacher in the New Haven Public Schools, and a teacher coordinator of the Yale-New Haven Teachers Institutes, of which I am proud.

Mr. Chairman, it is a privilege to share with this committee my concerns as a classroom teacher to support the bill, H.R. 4130, the Twenty-First Century Teachers Act. A bill to provide financial assistance for the development, recruitment, and training of teachers and other instructional personnel and for other purposes is long overdue.

My concern will address Title III, Professional Development Academies. Preparing teachers, as well as students, for lifetime learning may well require major changes in the educational system.

Excellence in the schools can only be achieved if attention is paid to the barriers jeopardizing the education of students. These are tough times for American education. Enrollments are on the incline, budgets have been cut, Federal mandates have been sharply shifted, and public confidence in education has weakened.

Now is the time for national interest in the establishment of incentive programs and projects to assist teachers in securing an education to teach the youth of our nation. This must be done if we are to work together to overcome the tyranny of time.

In the New Haven Public School System in Connecticut, Yale University has formed a partnership. This partnership has been a collaborative effort between professors at Yale and teachers in the school system to provide training for new and experienced teachers which enables teachers to keep current in the expanded fields of expertise in order to help alleviate teacher shortage.

I speak to this matter on a personal basis. Fourteen years ago, I entered into teaching as a profession. I was totally unprepared to deal with the subject of which I was assigned to teach.

I had not been trained properly for the assignment. I felt isolated, frustrated, and ready to leave as fast as I had entered. I felt that there was little or no direction to continue. I had a dilemma. I was going to quit. I felt trapped, and I thought I was alone.

About 10 years ago, I found out about this group of teachers that was attending this institute. I filled out an application and was accepted. This was one of the best and wisest decisions I have ever made. I suppose you want to know why.

The first thing that I found out is that I was not alone. Many teachers have the same problem. Talking and collaborating with other teachers gave me a new perspective. Caring and sharing was first on the agenda.

However, I got much more, such as support, resources, and training. As a result, I felt confident that I could do my job. I felt committed to do my job. I felt compelled to do my part, and I gained academic content that allowed me to be effective at my job in which I taught.

It was not just a command of knowledge. It was a process that allowed me to stay with the profession. I felt that giving teachers, as well as students, a process will enhance their life long skills.

It is a process and training that helps to recruit and maintain teachers. The Yale-New Haven Teachers Institute has been serving the needs of teachers in the 1980s with a sharing and caring attitude.

The process is to help teachers manage and improve their teaching profession. This has been done through our collaborative process, teachers helping teachers, as well as professors of the University helping to keep us abreast in our current field of study.

The Yale-New Haven Teachers Institute has helped teachers to buy into the plan to become more effective teachers through proper preparation.

On behalf of all teachers in this nation, let me just say, that we look to you for support and understanding as we venture to educate the Nation of young people.

Together we will make schools and institutions of learning for excellence. Let us go into the 1990s with a clear vision, empowering teachers to release the power through training and preparation and effectiveness.

Thank you for the opportunity to testify.

Chairman **Hawkins**. Thank you, Ms. Kinder. The next witness is—may I ask, what science do you teach?

Ms. **Kinder**. I teach earth science and also general science.

Chairman **Hawkins**. Thank you. Dr. Gutkind, Greenway Middle School, Pittsburgh Public Schools. Thank you. Dr. Gutkind.

Mr. **Gutkind**. Mr. Chairman, and members of the committee, it is an honor to appear before you today. My name is Richard Gutkind and I am director of the Greenway Middle School Teacher Center in Pittsburgh, Pennsylvania.

I'm here at the request of my superintendent, Dr. Richard Wallace, to present the views of the American Association of School Administrators on this very important topic, the role of the Federal Government in teacher recruitment, retention, and staff development.

Let me begin by saying that we support the concepts laid out in both bills: student loan incentives and loan forgiveness; recruitment assistance to teacher colleges; and state training, technical assistance and dissemination programs to help improve teaching.

However, we are disappointed that an important element has been left out of the mix of solid programs you would provide in these bills. That element is the local school district.

If we really want to see progress in student performance, if we really want to have an impact on teaching and learning, than we at AASA believe the Federal Government should focus their support of training efforts at the work site.

We all learn to do our work in the context of the communities in which we live, and the people with whom we work, not in an abstract classroom environment at a university.

When industry, which spends 2 to 3 percent on development, a far higher amount than we do in education does successful training, it is most often conducted by the industry at the work site, not by an outside institution at a place away from the work site.

Training is expensive. Therefore, it should be conducted in the manner which will maximize its effectiveness. Research tells us that effectiveness is greatest when the training is in the "real world" or replicates the real world. Local districts do both. Universities do neither.

In Pittsburgh, we hire substitutes to replace those teachers who were taken out of their regular classroom and into the clinical program. However, when we conduct the training, we can plan efficiently to make those replacements, and we can devise a clinical program that is designed to meet the specific needs of our district.

Who better can determine the recruitment, retention, and staff development needs of a particular district than the board, parents, administrators and staff of that district.

The best reason for conducting the actual "how to" part of professional development locally is that it is the only way to get teachers, principals, pupil support personnel, central office staff, the superintendent, the school board and parents all "on the same page at the same time."

All elements of the schooling process must change behavior, beliefs and attitudes for progress to occur. Local training, planned and controlled locally, is the key to getting the "vertical team" together.

What I would like to do now is to just stray away from my prepared notes—you have a copy of the notes—and discuss with you briefly the kinds of programs we have in Pittsburgh. Our Teacher Center Program in Pittsburgh is just one component of our staff development program.

In 1981, 2 years prior to the publication of "A Nation at Risk," the Pittsburgh Board of Education identified staff development as its main priority.

I can truthfully say to you that now in 1989, our staff development programs have totally turned around our Pittsburgh School District. It has had a profound implication for education in Pittsburgh.

We believe very strongly in certain things. First of all, in any kind of staff development program, to work with teachers and to be effective, there has to be certain elements present. There has to be a presentation of theory.

We have to have a solid knowledge of base in which we work. Everyone who is learning the model has to have a common language. In Pittsburgh, we've developed our own model, our own description of what effective teaching is.

We give it the acronym "PRISM," which has become a commonly known word in our district. The training has to be relevant to teachers. They have to see and they must know that what we teach them can be used directly back in their classroom. It has to be relevant to them.

There has to be an element of collegiality in our training. A trusting atmosphere has to be established, and finally, in any good training program, we have to have continued coaching and feedback. You don't just train somebody on an isolated day or for an isolated period of time, and think that that's the end of training.

So, at our Teacher Center Program, we have developed the program that we feel fits into those categories. There are 3 distinct phases to our program. First of all, as I said, we take the teacher out of their classroom setting for a period of time, for five and half weeks at our middle school teaching center.

We also have a similar center for elementary teachers, and a similar center for secondary teachers that deals with issues relevant to the age group.

In our center, we take teachers for five and a half weeks out of their school setting, the classes are taught by trained members of our staff—they're called replacement teachers.

There are three phases to our program. Five and a half weeks, even so, is not a tremendous amount of time to make significant change in instruction. So, what we ask the teachers to do is to engage in some self-examination before they leave their home schools.

In collaboration with their building principals, they develop some goals, some things they would like to work on while they're at the center. They examine their strengths and weaknesses as teachers and they come up with a plan.

The direct involvement phase, the five and a half week period that's spent at the center, we engage in a variety of activities. Number one, our teachers become thoroughly knowledgeable about what our model of effective instruction is.

They all leave at the same common language. We want to give our teachers a repertoire of strategies because we know that in 1990, we have students from diverse backgrounds, and students at different levels of development.

A good teacher has to have as many different strategies at their disposal to reach as many students as they possibly can. So, we want to introduce the many new ideas.

I might also emphasize that Greenway is a real functioning, urban middle school, in addition to a training center. Our training is relevant because we practice what we preach. The teachers observe our staff in action, and they teach our students under the coaching and direction of our own staff.

It truly is a teacher center, because it's a center that's run by our teachers for other teachers of the district. Our teachers are involved in peer coaching of each other. They're involved in leading seminars.

They're involved in planning the program from the minute the teachers come in until the minute they leave.

The final phase of our program—probably the most important—we call "Follow Through." Our program is not worth anything unless the teacher really makes a commitment to do some things back in their home schools, some things that were introduced to them at our center.

So, every teacher develops a follow-through plan. They make commitments to engage in peer feedback and collegial coaching back at their schools, and it is monitored by the building principal.

The results of our program have been just tremendously successful. The research and evaluation we've done indicates that our teachers have a renewed attitude towards the profession. They express a willingness to try new ideas in the classroom.

The achievement in many of our middle schools and secondary elementary schools has risen tremendously in the last several years.

I might add that the high school teacher center, the first center that was opened in 1983, it opened as an all-black high school, the lowest achieving high school in the city.

Schenley is now a racially-desegregated high school. It's also the second-highest scoring comprehensive high school in the city. So, the teacher center program has had a tremendous impact on students as well.

I could go on about our program forever. I'd be happy to entertain any questions. You also might note at the end of the statement, the position of AASA as summarized on the last page of the statement.

Thank you.

[The prepared statement of Dr. Richard Gutkind follows:]

STATEMENT OF

DR. RICHARD GUTKIND
DIRECTOR
GREENWAY MIDDLE SCHOOL TEACHER CENTER
PITTSBURGH PUBLIC SCHOOLS
PITTSBURGH, PENNSYLVANIA

ON

H.R. 4130, THE TWENTY-FIRST CENTURY TEACHERS ACT

AND

H.R. 3909, THE AUGUSTUS F. HAWKINS EARLY CHILDHOOD AND ELEMENTARY TEACHER PREPARATION AND RETRAINING ACT OF 1990

GIVEN ON BEHALF OF THE

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

AUGUSTUS F. HAWKINS, CHAIRMAN

MARCH 15, 1990

9:00 A.M.

2175 RAYBURN HOUSE OFFICE BUILDING

Mr. Chairman, Mr. Goodling and members of the Committee. It is an honor to appear before you today. My name is Richard Gutkind and I am director of the Greenway Middle School Teacher Center in Pittsburgh, Pennsylvania. I am here at the request of my superintendent, Dr. Richard Wallace, to present the views of the American Association of School Administrators on this very important topic: the role of the federal government in teacher recruitment, retention, and staff development.

Let me begin by saying that we support the concepts laid out in both bills: student loan incentives and loan forgiveness; recruitment assistance to teacher colleges; and state training, technical assistance and dissemination programs to help improve teaching.

However, we are disappointed that an important element has been left out of the mix of solid programs you would provide in these bills. That element is the local school district. If we really want to see progress in student performance, if we really want to have an impact on teaching and learning, then we at AASA believe the federal government should focus their support of training efforts at the work site. We all learn to do our work in the context of the communities in which we live and the people with whom we work, not in an abstract classroom environment at a university. When industry--which spends two to three percent on development, a far higher amount than we do in education--does successful training, it is most often conducted by the industry at the work site, not by an outside institution at a place away from the work site.

Training is expensive. Therefore, it should be conducted in a manner which will maximize its effectiveness. Research tells us that effectiveness is greatest when the training is in the "real world" or replicates the real world. Local districts do both. Universities do neither. In Pittsburth we hire substitutes to replace those teachers who are taken out of their regular classroom and into the clinical program. However, when we conduct the training, we can plan efficiently to make those replacements and we can devise a clinical program that is designed to meet the specific needs of our district. Who better can determine the recruitment, retention and staff development needs of a particular district than the board, parents, administrators and staff of that district?

The best reason for conducting the actual "how to" part of professional development locally is that it is the only way to get teachers, principals, pupil support personnel, central office staff, the superintendent, the school board and parents all "on the same page at the same time." All elements of the schooling process must change behavior beliefs and attitudes for progress to occur. Local training, planned and controlled locally, is the key to getting the "vertical team" together.

Finally, because training is expensive and funds are scarce, only activities aimed at change or improvement should be funded. Congress should reward innovation and willingness to improve by funding Local School Improvement Centers. If the decision is made not to take that approach, we believe Congress should invest the limited funds available to education in proven programs such as Chapter 1 and Education of the Handicapped, rather than spending more funds to support the status quo in education training.

Last December, AASA held a small forum on this very topic. Administrators from school districts of varying sizes from several states told us and some of your staff their primary problems, which are: attracting minorities; attracting a high quality staff; shortages among special education and math/science teachers; short notice of teacher retirements; universities unwilling to share resources with local districts; difficulty in attracting administrators because of the demanding duties and low pay; and problems of distance, sparse populations and low pay in rural districts.

None of these districts, I might add, are waiting for someone else to show them what to do. Some are finding minority applicants by networking with the local minority community and by recruiting from district para-professional staff, by establishing a mentoring program--that includes opportunities for elementary school tutoring--for high school minority youth interested in teaching. Such plans often include summer employment opportunities and a promise of a position after graduation from college. Frankly, it makes sense to us to support innovative local projects and focus federal efforts there, because without local mentoring and networking many promising minority youngsters won't get to college.

The quality issue is addressed by some of these districts by screening teacher interns, by having collaborative staff training with frequent feedback sessions, by offering rewards for success, by mentoring first year teachers, and by providing a continuum of development through clinical experience and collaboration between the district and universities.

A prime concern on the subject of retaining and maintaining a quality staff centers on the pressure that exists to tie staff development to student achievement. Some districts work on staff development through in-service training in the district, others pay teachers to attend summer and after school training classes. Some provide feedback on performance, career ladder opportunities for advancement, alternative assessment techniques. And others, notably my district, provide school-focused, research-based training "on company time."

I'll return to the Pittsburgh approach in a minute. But first I would like to mention the nine recommendations our December forum offered in response to the question, "What can the federal government do to assure that a district can acquire and maintain a high quality staff?" Our members said: support innovation, provide incentives and rewards to districts, focus on what can be (the future, not the past), develop a child-centered approach, include administrators, focus on both equity and excellence, help encourage minority high school students to consider teaching, help change the structure of education, and encourage programs with a successful track record, as well as new programs just getting started.

Now, let's take a few minutes to take a look at a unique and innovative approach that we've initiated in Pittsburgh. In 1981, two years prior to the publication of A Nation at Risk, the Pittsburgh Board of Education identified staff development as its main priority. By 1983--after a year and a half of intensive planning by teachers, administrators, and central office personnel--the concept of the "teacher center" was born in Pittsburgh with the opening of the Schenley High School Teacher Center. An elementary teacher center was begun in 1985, and in 1988 my program, the Greenway Middle School Teacher

Center, opened its doors.

We are a unique staff development program geared specifically to the needs of our middle school students. During each of five cycles per year, interdisciplinary teams of teachers are replaced in their buildings by members of our staff. These visiting teachers spend a five-and-one-half week cycle at the Teacher Center. Before coming to the Center, each teacher develops a plan in collaboration with the building principal, in order to identify strengths and weaknesses and set goals for the Center experience. While at Greenway, teachers are updated in their skills and become familiarized with the latest research findings around effective teaching, their content areas, and classroom management. By observing each other in action, teachers work together to improve their skills. Upon returning to their home schools, with the assistance and encouragement of their building principals, teachers continue the kind of professional interaction that was learned at the Center.

Our Teacher Center programs have had a significant impact on education in Pittsburgh. Upon leaving the Center, teachers indicate a renewed feeling toward the profession and a willingness to use in their classrooms some of the techniques modeled by our staff. Teachers become consciously aware of the latest research in their fields, and they express a desire to continue to engage in the same professional interactions at their home schools as they did at the Teacher Center.

In addition, statistics on student achievement look quite promising at the Center sites. While Greenway's program has been in operation for only a year, statistics at Schenley have been most startling. Since becoming a Teacher

Center, Schenley High School has moved from being the lowest achieving high school in Pittsburgh to its current status as the second highest scoring comprehensive high school in the city. Indeed, the school-based type of staff development approach in Pittsburgh has had a profound impact on the quality of teaching in our schools.

With this information and our aforementioned forum recommendations in mind, we at AASA developed the one page recommendation that is attached to the end of my testimony. It is headed Teacher Administrator Recruitment and Training and contains suggestions for three titles, each of which is geared toward the needs of local school districts. Our first title would offer grants to help local districts recruit minority teacher candidates from among district students and non-certified staff. The districts we consulted said this is the best way to truly expand the pool of minority applicants. The second title would offer grants to help districts conduct site-based or district-wide mentoring, teaming, and clinical review for all teachers. This approach will help bring about signficant and lasting change in teacher classroom behavior and improvement in student learning. And the third title would recommend the continuation of the highly successful Leadership in Educational Administration Development (LEAD) program for mentoring and training of aspiring and mid-career administrators, particularly among women and minorities. LEAD is opening the door to careers in school administration to those with leadership skills who might otherwise not have had an administrative opportunity; it makes sense to us to continue fostering solid school leaders, who are the persons most responsible for bringing about change in local schools.

We respectfully submit these recommendations for your consideration, because we believe they will help focus federal resources and support on the facet of our educational system--local school districts--that can bring about the most direct change for the most positive results.

Thank you, again, for this opportunity. I will be happy to answer any questions you may have.

Teacher/Administrator Recruitment and Training

AASA Recommendations

TITLE 1:

Authorization: $100 million for teacher recruitment programs.

Purpose: Promote minority teacher recruitment through local school programs in partnership with universities and the federal government.

Application: Local school districts apply to the Secretary for funds to support minority recruitment programs; graduates of such programs apply to the Secretary for college tuition assistance. The Department of Education would sponsor an annual job fair for graduates of the program.

Activities: Local educational agencies use federal funds to help establish or expand local programs to identify promising minority students and non-certified personnel interested in pursuing a teaching career, and to nuture and provide summer employment to these students from time of identification through college graduation. Upon graduation from high school, these students would be eligible for federal grants to pay the entire cost of their college education, provided they agree to teach in the school district from which they graduated. (Models in: Rochester, New York; Arlington, Virginia.)

TITLE 2: **Local School Improvement Centers**

Authorization: $200 million for local teacher and administrator training.

Purpose: Enhance and update skills of teachers and administrators through clinical programs that encourage cooperation within school districts.

Application: Local school districts apply to the Secretary for matching funds for clinical programs for teachers.

Activities: Local educational agencies use federal matching funds to help establish or expand local professional development activities, including site-based or district-wide mentoring, teaming, and clinical review that involves all teachers and is focused on innovative, child-centered approaches designed to improve student learning. Activities must be directed toward improving teaching and learning by improving professional practices and leadership. (Model in Pittsburgh, Pennsylvania.)

TITLE 3:

Authorization: $ 50 million for administrator training centers.

Purposes: Enhance and update skills of administrators and recruit new administrators through training centers within states.

Application: Local districts, universities, state educational associations or consortia apply to the Secretary for matching funds for administrator centers.

Activities: Grantees establish at least one administrator training institute per state for technical assistance, mentoring and practical training for aspiring administrators and for mid-career administrators, focusing particular attention on women and minorities in both cases. (Model: Leadership in Educational Administration Development--LEAD--originally authorized in Title IX of P.L. 98-558, now Title V-C-2 of the Higher Education Act.)

Chairman **Hawkins**. Thank you. The next witness is Dr. Middleton, Dr. Ernest Middleton, the University of Kentucky.

Mr. **Middleton**. Mr. Chairman, members of the committee, I am pleased to appear before you this morning with regard to H.R. 4130, the Twenty-First Century Teachers Act.

My name is Ernest J. Middleton. I am the Associate Dean of the Graduate School at the University of Kentucky, and director of the National Conference of Recruitment and Retention of Minorities in Teacher Education.

Kentucky and the Nation need the Twenty-First Century Teachers Act, and I would like to urge the passage of this very critical legislation at this particular time.

Although much has been done that currently exists, no comprehensive approach has been taken to increase the availability of minority teachers at a time when minority elementary and secondary public school enrollments are on the rise.

Therefore, attracting academically, intelligent, and minority students into the teaching education program must be considered a national imperative.

Mr. Chairman, and members of the committee, you are proposing a positive program of Federal action to meet this crisis and to stem the tide of this ominous trend. The initiatives embodied in H.R. 4130 will address many of the issues that my colleagues raised this morning and during this particular session.

At this particular point, I want to underscore my own convictions as to the importance of H.R. 4130. I see H.R. 4130 as a catalytic agent, sparking interest and offering a realistic solution to increasing the number of minorities in the teaching profession, not only in the state of Kentucky, but throughout the Nation.

There is no question in my mind that if we do not meet this crisis now, there will be foremost serious problems confronting our nation in the years that lie ahead.

The University of Kentucky, through the conference, has taken the leadership role in addressing the issue of minority recruitment and retention and teach education programs.

For the past 4 years, the University, together with state, local, and national support, has hosted more than 220 principal state universities, land grant colleges, private colleges and universities and a large number of national organizations and agencies to addressing the issue of recruitment and retention of minorities in teacher education.

During the course of the conference, more than 200 programs have been described to an accumulated audience in excess of 600 people.

In addition to the program presentations, speakers at the conference have included Lauro Cavazos, Secretary of Education; Mary Atwood Futrell, president of the National Education Association; James Oglesby, the president of the National School Board Association; Carl Rowan, national syndicated columnist; David Imig, Executive Director of the American Association of Colleges for Teacher Education; Leonard L. Haynes III, Assistant Secretary of Postsecondary Education; and most recently, a member from the staff of this particular committee.

I give you that litany of names because I want to underscore that all of these national figures thought that the recruitment and retention of minorities was at a crisis stage.

The recruitment and retention of minority teachers does not represent a journey into the unknown. The National Conference has been instrumental in bringing all of the constituent groups together to address that particular issue.

The structure of our conference, the literature, and the existing programs profiled throughout the country suggest that in order to increase the presence of minority teachers and students, recruitment strategies must be coupled with retention strategies.

H.R. 4130 accentuates this very important point, and lends credibility to the efforts of the National Conference and the 41 states that have initiated some kind of program to help attract minority members into the education profession.

There's no doubt that even though some programs already exist, we have a large problem because less than 5 percent of our college graduates are now minorities.

However, with the kind of support that H.R. 4130 affords, the efforts of universities, states, and other constituent groups, we can now adequately address this menacing problem.

Although I support H.R. 4130, there are several additional significant areas of need that I think should be addressed by the bill. I think that if these suggestive changes are made, the bill or the legislation would be strengthened.

However, I would just like to highlight two of these suggested changes for your consideration.

The first thing, I would like to see the bill create a Fulbright-Model Like Program to reward excellence and commitment to teaching by providing advanced study for deserving minority teachers, tied to a commitment for teaching x number of years.

The second thing that I would like to see the bill do is to provide funds to establish a national center for the recruitment and retention of minorities in teacher education.

Finally, in summary, I feel that although the bill is somewhat limited in scope, H.R. 4130 offers a sound policy direction and will positively increase the participation of minorities as teachers in our nation's classrooms.

The bill could not have come along at a better time. It has the capacity to impact both urban and rural communities. For these reasons and others not recorded here, the National Conference and the University of Kentucky urge the 101st Congress to enact this very necessary legislation.

Thank you.

[The prepared statement of Dr. Ernest J. Middleton follows:]

Testimony Presented

to the

Committee on Education and Labor
United States House of Representatives

on behalf of

The National Conference on the Recruitment and
Retention of Minorities in Teacher Education

by

Dr. Ernest J. Middleton
Associate Dean, The Graduate School
University of Kentucky
Lexington, Kentucky
March 15, 1990

Mr. Chairman, Members of the Committee, I am pleased to appear before you this morning with regard to H. R. 4130, the "Twenty-First Century Teachers Act." My name is Ernest J. Middleton. I am the Associate Dean of the Graduate School at the University of Kentucky and Director of the National Conference on the Recruitment and Retention of Minorities in Teacher Education. It is in this latter capacity that I present comments regarding H. R. 4130. Also, as a former Dean of the College of Education at Southern University in Baton Rouge, Louisiana, one of the nation's largest historically Black institutions, presently Associate Dean of the Graduate School at the University of Kentucky with responsibility for graduate recruitment and extramural funding, and as Director of the National Conference on Recruitment and Retention of Minorities in Teacher Education, I am reasonably conversant with the issues of minority recruitment and retention throughout the country as well as in my own state.

Kentucky and the nation need the "Twenty-First Century Teachers Act". And I should like to urge the passage of this very critical legislation.

Serious trends in this country are threatening to reduce the number of new minority classroom teachers. These trends have greatly impacted the teacher education programs in higher education institutions. In its report, "A Nation Prepared: Teachers for the 21st Century", the Carnegie Forum expresses concern about a teaching force that is "broadly representative of the whole population." It goes on to state that in teacher education, in particular, we are confronted with projections that indicate the following:

* Minority children- indeed all children - need the very best teachers, representing all races and ethnic backgrounds in America.
* Higher standards are most important to ensure that those children from poor families are given every chance to break out of the cycle of poverty, but to ensure their motivation and self confidence, these children must encounter teachers from their own background from time to time.
* So many minority students are lost from leaks in the educational pipeline, that the pool of minority college graduates is too small to provide teachers in numbers anywhere near approaching the mix of the students.
* Partnerships of community-based organizations, businesses, higher education institutions and schools funded from state and federal sources will have to address the education of disadvantaged students starting at precollege levels, in order to produce more minority teachers.
* Schools are not adequately and effectively producing

minority students for current and future work roles in teaching. Less than one third of the black students are enrolled in the college preparatory track (compared with 39% whites and 52% Asian Americans).

Views similar to those delineated in the Carnegie Forum have been expressed by a diversity of groups (e.g. education, professional organizations and community leaders). These groups have attempted to address the issue by moral persuasion and have suggested structural changes in teacher education programs.

Mr. Chairman, and Members of the Committee, I believe one of the major roles of the federal government is to help resolve critical societal and educational issues and problems, especially in times of social and economic change. Although much has been done, there currently exists no comprehensive approach to increasing the availability of minority teachers (at a time when minority elementary and secondary public school enrollments are on the rise). Therefore, attracting academically talented minority students into teacher education must be considered a national imperative.

In a recent AACTE Survey, "Strengthening the Relationship Between Teachers and Students", 41 percent of the minority teachers polled said they were likely to leave teaching, as opposed to 25 percent of the non-minority teachers. Another survey, conducted by Metropolitan Life, found that even among minority teachers who like their jobs, 20 percent said they were likely to switch jobs.

In her keynote address to the Third National Conference on Recruitment and Retention of Minorities in Teacher Education (1989), Mary Hatwood Futrell, then, President of the National Education Association said of these disturbing trends:

> "This possible trend hurts all students. While it denies minority students the positive role models they need to succeed in school, it also creates an educational deficit for non-minority students. It gives them a distorted view of the world and deprives them of valuable contact with teachers who offer dramatic proof that adversity can be overcome and that the American dream is not a myth... We owe all students a vision of the racial, ethic and religious mosaic that is America - diversity that is our strength. Therefore, we must launch an unrelenting campaign to recruit more minorities into the teaching profession".

Mr. Chairman, and Members of the Committee, you are proposing a positive program of federal action to meet this crisis and stem the tide of this ominous trend. The initiatives embodied in H. R. 4130, will address many of the issues raised by the Carnegie Forum and the other constituent groups concerned about increasing the number of minority teachers for our nation's classrooms.

At this point, I want to underscore my own conviction as to the importance of H. R. 4130. I see H. R. 4130 as a catalytic agent, sparking interest and offering a realistic solution to increasing the number of minorities in the teaching profession not only in the state of Kentucky but throughout the nation. To delay action on this very important Bill now will send the wrong message to citizens concerned about the future and the quality of life for all Americans. There is no question in my mind that if we do not meet this crisis now, there will be far more serious problems confronting our nation in the years that lie immediately ahead.

In introducing myself, I informed you that I was the Director of the National Conference on the Recruitment and Retention of Minorities in Teacher Education. At this time, let me summarize very briefly what our purpose is, what we do and how we operate.

The National Conference on Recruitment and Retention of Minorities in Teacher Education was conceived and organized at the University of Kentucky. The Conference was seen as an opportunity to bring interested educators, leaders in business and industry, policy makers, parent and students together to discuss the present and future trends in teacher education and how they affect minorities. The primary goals of the Conference are:

* To provide colleges of education with a forum to discuss means to increase their effectiveness in

promoting the recruitment, retention, and certification of minorities in teacher education programs at the local, state, and national levels.

*To facilitate the further development of relationships among educators, business persons, parents, and other groups to assist in the improvement of recruitment and retention of minority educators, and

* To develop models and materials and to assist in local efforts to recruit and retain minority teachers.

The University of Kentucky through the Conference has taken a leadership role in addressing the issue of minority recruitment and retention in teacher education programs. For the past four years, the University, together with state, local, and national support, has hosted more than 220 principal state universities, land grant colleges, private colleges and universities and a large number of national organizations and agencies such as the American Association of Colleges for Teacher Education, American Council on Education, Association for School, College, and University Staff, Inc., California Teachers Association, Education Commission of the States, Educational Testing Service, Fayette County Education Association, Kentucky Council on Higher Education, Land Grant Deans, Lexington - Fayette County Urban League, National Education Association, National School Boards Association, New York State Education Department, Southern Education Foundation, Southern Regional

Education Board and a large number of public and private school systems.

During the course of the conferences, more than 200 programs have been described to an accumulated audience in excess of 600 people. In addition to the program presentations, speakers at the conferences have included: Lauro Cavazos, Secretary of Education; Mary Hatwood Futrell, President, National Education Association; James Oglesby, President, National School Board Association; Carl Rowan, national syndicated columnist; David Imig, Executive Director American Association of Colleges for Teacher Education; Leonard L. Haynes, III, Assistant Secretary of Postsecondary Education; and most recently a member from the staff of this Committee.

The published Proceedings of these conferences are widely distributed and have become major resources on minority recruitment and retention programs around the country. Presently, the University of Kentucky and its constituent groups are planning the fifth annual conference entitled: "Recruitment and Retention of Minorities in Teacher Education: An Action Agenda for the 1990s," to be held in Lexington, Kentucky, January 13-15, 1991.

The recruitment and retention of minority teachers does not represent a journey into the unknown. The National Conference has been instrumental in bringing all constituents groups of education together - educators, business and industrial personnel, policy makers, parent and community individuals - in a collaborative relationship to attack aggressively the problem of a decreasing presence of minority teachers in our nation's classrooms. The structure of our conference, the literature, and the existing programs profiled throughout the country suggest that in order to increase the presence of minority teachers and students, recruitment strategies must be coupled with retention strategies. H.R. 4130 accentuates this very important point and lends credibility to the efforts of the National Conference and the 41 states that have initiated some kind of programs to help attract minority members into higher eduction and/or teacher education. There is no doubt that even though some programs already exist, we have a large problem, because less than five percent of our college graduates now are minorities.

Even with these ongoing efforts to address the problem of increasing minority participation in teacher education, the universities and the states cannot solve this problem alone. As you know, their financial resources are strained to the utmost to provide adequate funds to existing programs. However, with the kind of support that H. R. 4130 affords to the efforts of universities, states, and other constituent groups of education in increasing minority participation in teacher education, we can begin to lend to all minorities, no matter the community or region, the kind of support that will accentuate their participation in teacher education programs.

Although I support H.R. 4130, there are additional significant areas of need that I think should be addressed by the Bill. I think these suggested changes would strengthen the legislation and I offer them for your consideration:

1. Provide special personal and academic support services for teacher education candidates: personal counseling, advising, and tutoring in basic skills programs.
2. Develop mentor programs to encourage the recruitment and training of minority teachers.
3. Create a Fulbright-Model Program to reward excellence and commitment to teaching by providing advanced study for deserving minority teachers, tied to a commitment to teaching for x number of years.
4. Fund teacher aide preparation programs targeted at public assistance recipients; a two-year associate degree could with possible expansion for promising students lead to a four-year course of study.
5. Provide incentive aid to second career and non-traditional students who wish to enter a teacher education program.
6. Establish a program to provide aid for

minorities preparing to become teacher educators at the post-graduate level.

7. Provide funds to establish a national center (clearinghouse) for the recruitment and retention of minorities.

In summary, I feel that although it is somewhat limited in scope, H. R. 4130 offers a sound policy direction and will positively increase the participation of minorities as teachers in our nation's classrooms. The Bill could not have come along at a better time. It has the capacity to impact both urban and rural communities. For these reasons and others not here recorded, The National Conference on the Recruitment and Retention of Minorities in Teacher Education urges the 101st Congress to enact this necessary legislation.

Chairman **Hawkins**. Thank you, Dr. Gutkind. Mr. Hayes, any questions?

Mr. **Hayes**. Yes, a couple. Ms. Valdez, I am just a little bit curious. You said currently—in your statement—currently 113 institutions located in Arizona, California, Colorado, Florida, Illinois—when you say Illinois, you mean Chicago, don't you?

Ms. **Valdez**. That is correct.

Mr. **Hayes**. That clears up on thing, but the other thing that I was a little bit curious about, you said AASP objectives or the decrease dropout rates, which I agree with, increase high school graduation rates and increase college enrollment, and college graduation rates of Hispanics.

HACU currently is planning the replication of AASP in Miami, Northern Mexico, Los Angeles, and New York. Why did you leave out Chicago?

Ms. **Valdez**. Congressman Hayes, it's basically an economic matter. We would hope to extend it to every state, to every community in the Nation, of course, but the funding is really critical.

We have currently received a grant from the Sears Foundation. It is for approximately half a million dollars. This grant can only cover a portion of what we feel the need is. There is tremendous need nationwide.

However, within those schools that are HACU members or who have 25 percent Hispanic enrollment, we had to set some prioritization which was based on interest, of course, in the institutions wanting to participate.

What we are doing—I can speak for northern New Mexico—there are numerous schools participating. So, we will receive approximately $50,000 to operate the first year. We will serve a radius of approximately 12,000 miles. That incorporates many, many school districts and many students.

I would hope that in the near future we can extend into Chicago to those schools that do meet the criteria.

Mr. **Hayes**. Finally, with respect to Mr. Vivian and Ms. Kimberly—is that it?

Mr. **Vivian**. Kinder.

Mr. **Hayes**. Kinder. In relationship to the Yale and the New Haven Teachers Institute at the Yale University, you know, Yale is conceptionally considered to be one of the top universities as it relates to science and math, I guess, in the whole United States. I've seen some publications that indicate that.

I was just wondering about the racial enrollment in your—have you got any numbers or anything of that sort on a percentage basis?

Mr. **Vivian**. Within the university itself?

Mr. **Hayes**. Yes.

Mr. **Vivian**. Very small and much smaller than desired, and obviously, part of the institution's own interest in programs like the Yale-New Haven Teacher's Institute is to increase the pool of students that's been referred to in the earlier grades so as to increase the pool of students and applicants into our own programs at the university.

I would be happy to provide for the record more statistical information, because this is an area of great concern to the university.

Mr. **Hayes**. I would like to have—I wish you would do that, if it is agreeable with the chairman.

Chairman **Hawkins**. It is.

Mr. **Hayes**. All right, thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you. Mr. Smith.

Mr. **Smith**. Thank you, Mr. Chairman. I'm going to try to pursue the earlier line of questioning, and, again, I think there's a large area of agreement on this panel, but my question, I think starting with Mr. Gutkind, if I've got your name right, given what we understand this bill is trying to do, which is to retain, recruit, and support existing teachers, how can we ensure that teachers and building principals are leaders in determining these programs?

Do we need language changes from your point of view or conceptionally, how do we do it? I'm interested in schools and teachers being able to squeeze the Charmin, if you will, being able to look at two or three different approaches, and I suspect at the Yale program, you wouldn't be particularly threatened if school districts had an opportunity to look around.

My suspicion is that that would, in fact, keep everybody on their toes a little bit over time. That's what I'm after, and I'd be interested in how we can ensure what I think is a focus on work site, a focus on empowering professionals who are in the schools, so that we're really taking this bill and turn it into a two, or three for one deal where we're not only doing something for teachers expressively with money and services, but we're also doing something for schools, and teachers and kids in terms of where those services are delivered and how they're delivered.

Mr. **Gutkind**. My feeling would be—I think my position would be similar to what I've heard you expressed earlier this morning, that the decision should be made as close as possible to the local work site.

Now, that doesn't mean that I wouldn't advocate working with the University, but I would propose amending the legislation slightly, so as to allow the local school district who knows the needs of their district, and the strengths and weaknesses of their teachers, to collaborate and decide the kind of professional development academy they should develop.

Whether it should be done is equal to contributors, universities and school districts, whether the university should be involved on just a consultant basis as a resource type basis or what, I think those decisions have to be made at that local level, and how we ensure that it's all being done, is very difficult.

I think you also need a very strong research component with whatever you do to be able to ask yourself that question, what do we want to do, and are we meeting our objectives? That's something that would have to be written to whatever program is proposed under this legislation.

Mr. **Smith**. Anyone else who is willing to take a—or feel the need to take a swing at it? Dr. Vivian.

Mr. **Vivian**. Surely. I think our assumption in New Haven PRISM on which the program is founded, really, is that the classroom teacher knows best the needs of his or her own students, and knows what additional preparation they might attain to assist them in addressing those needs, which is why, as I mentioned in my remarks, we particularly welcome the language of the bill pertaining to the leadership of teachers in the professional development academies.

That has been a tendon of our own approach in New Haven since the program was established in 1978. Carolyn Kinder, who is with me today, is a member of the group of teachers who meet weekly for two hours or more.

The published amount of time is two hours, but for considerably longer, on a weekly basis, debating questions ranging from the nature of the offerings is added to the schedule. The format of the program and a host of other concerns are discussed so that the program itself is in effect shaped by the individuals whom it is most designed to serve.

Mr. **MIDDLETON**. I'm a little bit troubled about some of the language, and I don't know how to put it. I don't want to get into a shootout over this, but I do believe that the bill should stress collaboration, and I think once we get away from who should call the shots, and this sort of thing, I think we are going to muddy the water.

I don't think we are going to get our money's worth. I don't think that if a clinic needs pediatricians, I don't think they would go out in the street and get somebody and bring them in and train them as a pediatrician.

I think you would always fall back to a med school or something of that nature. I have difficulty sometimes believing that teachers could teach teachers, because a lot of times university professors have the time to generate information and so on and so forth.

A classroom teacher—my wife is a classroom teacher and I know the kinds of things that she does every night. I don't see the kind of program building that I hear you looking for in the kinds of things that my wife is doing. Therefore, I'm sure some school systems have some kinds of organizational efforts that can provide some research and direction in studies, but I still think there should always be that collaborative relationship between the universities and the public schools.

I think once we start talking about who calls the shots, I think we are going to muddy the water, and I don't know whether we're ever going to get what we want.

Mr. **SMITH**. One quick follow-up. I know I'm out of time, Mr. Chairman. But if a school district has three universities to pick from, shouldn't that school district have the right to choose whatever it wants?

Mr. **MIDDLETON**. No problem with that.

Mr. **SMITH**. Okay, because I'm not anti-collaboration. I'm trying to talk about who gets to decide, that's all, and I appreciate what you're saying. Thank you.

Mr. **MIDDLETON**. No problem.

Chairman **HAWKINS**. I don't think that's really in dispute. However, I quite agree. I think the legislation is broad enough to suggest that if groups want to get together, then they will form the consortia and get together.

It may include a local school district. Certainly it is allowable under the Act or it may not. A local school district may want to affiliate with a university and it may not.

I don't think the legislation really finalizes it or tells anyone that they shouldn't. I quite agree with Dr. Middleton. If we get into that problem, we'll never get anything passed, of which I'm very much afraid, however, I think the legislation is broad enough. If it isn't, we'll take another look at it, and make sure that it is broad enough.

Certainly, we would like to thank the witnesses for their testimony this morning. You've been very helpful to the committee, and very patient, and we appreciate that.

That concludes the hearing.

[Whereupon, at 1:00 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

ALBERT G. BUSTAMANTE
23RD DISTRICT, TEXAS

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March 14, 1990

The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
Room 2181 Rayburn HOB
Washington, D.C. 20515

Dear Mr. Chairman:

As a former educator, I wish to express my strong support for H.R. 4130, the "Twenty-First Century Teachers Act."

I believe this legislation effectively addresses the national teaching shortage. As you know, Senator Lloyd Bentsen and I have introduced legislation (S. 1661 and H.R. 1561, respectively) which would establish a federally-supported network of postsecondary institutions that have significant Hispanic enrollments. I believe your bill is compatible with the overall goals of that legislation, which is to ensure that all students have equal access to our nation's educational resources. You are helping us to realize that objective through your bill's focus on teacher recruitment and retention efforts, in particular, increased recruitment of minorities into teaching.

Mr. Chairman, I assure you of my support for H.R. 4130. Please do not hesitate to call on me if I can be helpful.

Sincerely,

Albert

Albert G. Bustamante
Member of Congress

AGB:cag

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Congress of the United States
Congressional Hispanic Caucus
House Annex II – Room 557   Washington, D.C. 20515   (202) 226-3430

March 13, 1990

E (Kika) de la Garza (D-TX)
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Jaime B. Fuster
(D-PR)

Margarita Roque
Executive Director

The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
2181 Rayburn HOB
Inside Mail

Dear Chairman Hawkins:

We wish to express our strong support for H.R. 4130, the "Twenty-First Century Teacher's Act," which recognizes that teachers are the key to any successful effort to improve our educational system.

We believe that by focussing on teacher recruitment and retention, you are taking a significant step towards enhancing the quality of education in this country. We are pleased with your bill's recognition of the need to recruit minority teachers, who can alleviate our nation of its teaching shortage as well as act as positive role models for our increasing number of minority students.

We concur with your strategy for enhancing teacher preparation by encouraging greater integration of subject matter and pedagogical training and by fostering opportunities for experienced teachers to take leadership roles in education. These efforts will help our entire educational system, in particular, those school districts with high concentrations of disadvantaged youth.

Mr. Chairman, we applaud your leadership in addressing this issue and look forward to working with you on passage of your bill.

Sincerely,

E de la Garza

E (Kika) de la Garza, Chairman
Congressional Hispanic Caucus

EKDLG:mar

National Association
of Independent
Colleges and Universities

March 9, 1990

The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for your invitation to testify at the March 15 hearing on H.R. 4130, the "Twenty-First Century Teachers Act." the National Association of Independent Colleges and Universities (NAICU) is very supportive your efforts to increase the number of teachers in our nation's schools by funding college and university programs specifically targeted for this purpose.

While NAICU will not be able to send a representative to testify on March 15, we will be pleased to submit a statement for the record concerning H.R. 4130.

We appreciate your kind invitation to testify on such an important issue and urge you to call upon NAICU in the future if we can be of some assistance.

Sincerely,

Richard Rosser

Richard F. Rosser
President

RFR:swk

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AMERICAN COUNCIL ON EDUCATION
Office of the President

March 12, 1990

The Honorable Augustus F. Hawkins
Chairman
Subcommittee on Elementary, Secondary,
and Vocational Education
Committee on Education and Labor
U.S. House of Representatives
B-346C Rayburn House Office Building
Washington,DC 20515

Dear Mr. Chairman:

On behalf of the American Council on Education, I would like to register our support for HR 4130, the Twenty-First Century Teachers Act.

Enactment of such legislation would encourage able men and women, particularly minorities and other high-ability, low-income individuals, to enter teaching. Thus it would make a major contribution to the strengthening of the teaching profession, and the development of the teachers needed to staff America's schools in the decades ahead.

In particular, we support the provisions of HR 4130 which would encourage and finance the recruitment of minority and other low-income students into teaching. ACE's *8th Annual Status Report on Minorities in Higher Education*, published in January and distributed to the Committee, documents the declining number of bachelor's and master's degrees in education awarded to minority students between 1976 and 1987, at the same time the nation faces a critical shortage of minority teachers.

A recent report by Thomas G. Mortenson of the American College Testing Program documents a general decline in low-income college freshmen since 1980, partly because of the decline in the value of grant support and the increasing necessity of relying on loans. Title I of HR 4130 would help alleviate the anxiety of needy students about their ability to repay loans by establishing a separate category under the Perkins Loan Program for needy students who undertake a commitment to enter teaching, and providing forgiveness for teaching in priority areas. Turning the loan into a grant would offer important encouragement for high-risk students to become teachers, even though salaries in the field are low at the entry level.

The Perkins Loan Program has a significant advantage over the Stafford Loan Program in that no special allowance is paid to private lenders during the in-school period. In addition, it is administered by the institutions, allowing them to select the recipients according to the priorities established in the Act, and insuring effective counselling regarding the terms and conditions of both the loan itself and the cancellation provisions.

Title II of HR 4130 would authorize a program of grants to institutions to establish programs for recruiting and retaining students, particularly minority students, who desire to become teachers. Such support systems, in addition to student financial assistance, are essential components of an overall strategy to increase the number of minority teachers.

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I should note that these provisions of the bill are thoroughly consistent with the recommendations for attracting and retaining minority teachers made last year by a task force of the national elementary, secondary, and higher education associations (Forum of Education Organization Leaders/Higher Education Secretariat) and submitted to Secretary of Education Lauro Cavazos. In testimony before your Committee last June 15, I described these recommendations and stressed their importance in any systematic effort to improve the education of disadvantaged children.

I would like to express our gratitude to the sponsors of HR 4130 for advancing such significant legislation.

Sincerely,

Robert H. Atwell
President

cc: Ricardo Martinez

American Chemical Society

OFFICE OF THE PRESIDENT

Paul G. Gassman
President-Elect, 1989
President, 1990
Immediate Past President, 1991

1155 SIXTEENTH STREET N.W.
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March 26, 1990

The Honorable Augustus F. Hawkins
Chairman
Subcommittee on Elementary, Secondary
and Vocational Education
Committee on Education and Labor
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

The American Chemical Society (ACS) is the world's largest scientific organization representing over 140,000 chemists and chemical engineers. The Society's commitment to improvements in science education is well documented: ACS has developed over 100 programs in support of science instruction in the preschool, elementary and middle school years and chemical education in high schools, colleges, and beyond.

In November 1988, ACS released the attached report, ***Education Policies for National Survival***, which contains detailed recommendations for the improvement of science and mathematics education at all levels. Many of the recommendations address methods to increase the supply of qualified science and mathematics teachers and to improve the skills of practicing teachers through inservice training. ACS' comments on H.R.4130, the "Twenty-first Century Teachers Act," therefore, will focus on Title I, "Loan Incentives for Teaching," and Title III, "Professional Development Academies".

Loan Incentives for Teaching

The American Chemical Society commends the Subcommittee for developing a proposal to provide student loan cancellation for those entering the teaching profession. Such incentives are vitally important if the Nation is to increase the number of professionals entering fields experiencing personnel shortages.

As proposed, the loan cancellation will be available to juniors and seniors who agree to teach for five years after graduation. In cases where the student teaches in a school receiving assistance under section 1013 of the Elementary and Secondary Education Act of 1965, a school currently designated for schoolwide projects under section 1015(b) of the Act, or a school in a rural or geographically isolated area, the student will be eligible for loan cancellation in three years.

The ACS is concerned that H.R.4130 does not include a provision for expedited cancellation of student loans for those teaching mathematics and science. Well-qualified science teachers, particularly those with disciplinary science backgrounds, can find more remunerative and satisfying employment outside teaching. Inducements to enter the teaching profession are critically important if the Nation is to increase the pool of qualified science and mathematics teachers. With this in mind, the American Chemical Society urges the Subcommittee to extend the expedited cancellation option for students loans to students entering teaching careers in science and mathematics.

The Society recognizes that students majoring in the sciences often do not meet state requirements for teacher certification. ACS strongly supports funding for a fifth year of education for science graduates that would allow the prospective teacher to complete education course requirements necessary for teacher certification. The Society urges the Subcommittee to consider expanding the definition of students eligible for the teaching loan incentives to include science and mathematics graduates pursuing a fifth year of education coursework. The fifth-year funding should not only be available to recent graduates, but also to scientists seeking a career change, early retirees from industry, and women reentering the workforce. Without a strong federal commitment, the U.S. cannot effectively produce the teachers who will raise the level of scientific literacy among the Nation's students and inspire America's youth to enter careers in the sciences and mathematics.

Professional Development Academies

Research confirms that many decisions regarding future course work and career options are made by students during their pre-high school years. At this time, the curiosity and wonder about the natural world shown by the youngest of learners must be carefully nurtured. However, studies suggest that the introductory science now taught at this level, if taught at all, often is more likely to douse curiosity and wonder than to foster the pursuit of more scientific knowledge.

Many elementary and middle school teachers tend to have a poor grounding in science subjects, especially the physical sciences, and, therefore, avoid teaching science in the early grades. Those teachers who do teach science may be uncomfortable with hands-on activities, present a misleading view of various scientific concepts, and convey their own fear of the subject to students.

In order to combat these problems, the American Chemical Society recommends that federal, state, and local funding of teacher-training institutes and other inservice educational opportunities be increased. This action will help ensure that elementary and middle school teachers can expand their science knowledge base. The proposal contained in H.R.4130 calls for close linkages between local education agencies and institutions of higher education. The Society is in favor of such an approach and encourages the local school systems to support inservice science education for elementary and middle school teachers on a regular and compulsory basis.

In addition to the areas mentioned above, the American Chemical Society strongly supports programs to encourage the modification of existing teacher certification programs in order to permit scientists (mid-career or early retirees) to teach in secondary schools, with the understanding that some education courses may be required for permanent certification. The Society is aware that alternative certification provisions are contained in H.R.1675/S.695, the "Excellence in Education" bill. However, to make these provisions a reality, ACS believes that it is incumbent that similar language be included in H.R.4130 or any other legislation impacting the teaching profession.

The American Chemical Society appreciates this opportunity to share its views on science and mathematics education. As the Subcommittee delves deeper into education reform, especially as it impacts science and mathematics education, the Society would be pleased to provide any assistance the Subcommittee may require.

Sincerely yours,

Paul G. Gassman

Paul G. Gassman

Enclosure

cc: Other Members, Subcommittee on
Elementary, Secondary, and
Vocational Education

NEW TOOLS FOR TEACHING AND LEARNING: IMPLICATIONS FOR THE DEVELOPMENT, RECRUITMENT, AND TRAINING OF TEACHERS UNDER H.R. 4310

STATEMENT OF LINDA G. ROBERTS
Project Director

Office of Technology Assessment
Congress of the United States

Prepared For the Hearing on H.R. 4310
Committee on Education and Labor
U.S. House of Representatives
March 15, 1990

Much attention has focused on the power of technology to improve student learning in today's classrooms. **At least equally powerful and promising is the potential for technology to train, support, assist, motivate, and connect teachers in the classroom.** OTA concludes, following two national studies,[1] that technology itself offers unique advantages for the teaching profession.

New information technologies include both self-contained technology in schools -- often computers, VCRs, videodiscs and combinations of these systems -- and technology of many types that links individual schools to other schools, other communities, and other resources. This linking technology is especially important because it goes beyond the classroom and can enlist the Nation's network of universities and colleges, as well as museums, science centers, and other informal educational programs. Computer, video, and telecommunications technologies expand the resources for our students and our teachers.

But OTA also concludes that **technology is only effective in the hands of well-trained, enthusiastic teachers.**[2] Teachers need training, time, and support to learn and incorporate technology in their teaching. As noted in H.R. 4310, training in the use of technology needs to be a part of the preparation of every entry-level teacher, and should be continued throughout a teacher's career. If we are concerned about keeping teachers up-to-date in their fields, improving their classroom management skills, and helping them assume new instructional strategies in the restructuring of education, we must give them the tools they need. Just as doctors incorporate advances in medical technology in their treatment of patients, teachers should have information-age tools for their students.

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[1] U.S. Congress, Office of Technology Assessment, *Linking for Learning: A New Course for Education* (Washington, DC: U.S. Government Printing Office, November 1989); and U.S. Congress, Office of Technology Assessment, *Power On! New Tools for Teaching and Learning* (Washington, DC: U.S. Government Printing Office, September 1988).

[2] **See attachments A, B, and C**, "The Teacher as a Coach: Teaching Science With a Microcomputer-Based Laboratory"; "Using Computers With Special Education Students"; and "Using Computers in an Elementary Classroom."

The value of technology for teachers is often overlooked. Many teachers in OTA's studies report that use of computers and distance learning delivery systems have reinvigorated their teaching and opened up teaching opportunities never before available. In some cases, teachers planning to leave the field altogether found that these new opportunities changed their minds.

In addition to being tools for better teaching, technologies can help address teacher education and teacher inservice needs. The technology itself can be a vehicle for training. Teachers, like students, can acquire new information and skills in self-paced computer modules. Classroom management and discipline skills, for example, could be simulated via interactive videodisc. The technology could also be used to bringthe classroom to prospective students, or give both new and experienced teachers the latest information and courses they need on a timely basis. A few examples follow.

- When Iowa State University (at Ames) sought a way to have their student teachers observe exemplary teaching in diverse settings across the State without leaving the campus, they created the "Teachers on Television" project[3]. Using microwave and telephone links, the project was able to expand the range of classroom observation available to students. This partnership between classroom teachers and ISU faculty led to other joint projects and research. The potential for additional activities, such as student teaching via telecommunications, university-classroom collaboration and team teaching, are being explored as school districts and universities are linked via cable, telephone, or fiber optic systems. In the future, more master teachers can become "electronic mentors" to beginning and experienced teachers via technology.

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[3] See attachment D, "Guided Observation: Iowa Teachers on Television."

- The Montana Big Sky Telegraph Network telecommunications system supports rural educators with electronic mail, computer conferencing, a lesson plan database, and a software loan library. The Network links teachers in 114 one-room schools across the State. These teachers share ideas and find ways to overcome the isolation of their remote classrooms. A semester-long course offered over the system helps teachers develop confidence and skill in using computer telecommunications.

- The North Central Regional Educational Laboratory (NCREL), in cooperation with PBS, is offering a nine-part teleconference series on school restructuring. NCREL uses satellite downlinks to bring nationally known experts and school practitioners to teachers and administrators in their region (Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin) and beyond.[4] In Michigan, for example, the first program was sent live to 80 sites, where an estimated 1,400 educators participated. Following the teleconference, participants can continue discussion of issues with the experts and fellow teachers over a computer network. Several universities are offering graduate credit in conjunction with the teleconferences. For many teachers in the field, this project provides an opportunity to learn about restructuring schools from the perspective of both urban and rural settings, and to see first hand how good educational practice happens. For some teachers, this is the first graduate course in education in a decade.

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[4] At last count, 15 States arranged for broadcast and rebroadcast of the series. NCREL staff counted 300 sites that received the first telecourse on February 14. In some cases, the receive site transmitted the program to other locations using their cable or ITFS system.

- On the last day of the school year, the 9,000 teachers and administrators from every school in the Dallas Independent School District came together to discuss AIDS, a growing crisis in their community. Not even the convention center could hold the group, and there were clearly not enough experts in the community available to travel to each of the 235 schools in the district to discuss the topic in the single day allotted for inservice training. The district's solution was to use their cable system to link all the teachers and experts at the same time. During this day-long meeting, time was set aside for each expert to discuss AIDS and its implications, for educators to react after each presentation, for questions from the sites, and for answers from the experts. Similar efforts are taking place not just in single districts, but in districts joined together to share resources over their distance learning networks.[5]

These examples are only a sample of a growing interest in finding ways to meet the pressing needs of new and experienced teachers. In some cases, technology is creating a whole new set of opportunities for teacher development and for teacher recruitment. Technology can make it possible to bring experts and outstanding practitioners to teachers, whether they are in the remote corner of Maine or in the heart of Houston. Technology also makes it possible to reach those who might be drawn into teaching if advanced training and degrees were more convenient. The concept is a reality for scientists and engineers through the National Technological University.[6] In this program, 28 of the Nation's leading science and engineering institutions are linked via telecommunications to offer advanced degrees and training. In choosing among the 455 courses offered by the participating universities, employees never have to leave their workplace. Similar efforts for teacher training could be developed by consortia created in H.R. 4310, especially to create programs in areas where there are teacher shortages.

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[5] See attachment E, "Los Angeles Educational Telecommunications Network."
[6] See attachment F, "The National Technological University."

Equally important is the use of electronic networking to help teachers support each other, share classroom experience, create innovative teaching strategies, conduct research, and go beyond the four walls of their classroom. Teachers are isolated, but no longer necessarily so, notes the past president of the NEA:

> For those of us who have worked in schools that keep teachers distant from one another and condemn us to the chill of isolation, the idea that a teacher in Arizona can seek the counsel of a teacher in Florida is nothing short of exhilarating.[7]

Programs supported through H.R. 4310 should be encouraged to experiment with technologies, and to make use of the schools' installed base of hardware and software, as well as the expanding network of local, State, and national telecommunications systems. These resources can contribute to teacher education, training, recruitment, and retention.

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[7] Mary Hatwood Futrell, "The Last Frontier," *NEA Today*, December 1988, p. 2.

Box 5-D.—The Teacher as a Coach: Teaching Science With a Microcomputer-Based Laboratory[1]

Douglas Kirkpatrick teaches an eighth grade physical science class in Walnut Creek, California. Working with a research team from the nearby Lawrence Hall of Science, he has been using the computer as a "silent laboratory partner," helping his students understand concepts in heat and light in a new way. His 32 students are teamed up in pairs using 16 microcomputers donated by Apple. The software is made up of microcomputer-based laboratory (MBL) materials, temperature probes, light probes, and heat pulsars for the collection of data, with accompanying curriculum materials, all developed by the Technical Education Research Centers in Boston.

Kirkpatrick found that his students had reasonable intuitions about the effect of insulation on the temperature of a liquid— gained from their prior experience with styrofoam cups—and the relationship between volume of a liquid and the amount of heat that needs to be added to make it boil—gained from heating large and small quantities of liquid in the kitchen. However, Kirkpatrick's students, like other science students, had persistent misconceptions about other scientific phenomena. As he noted, many students believed "you only have a temperature if you are sick," or "you have more hot chocolate, so yours is hotter than mine," or "temperature is all the degrees, but heat only refers to temperatures that are above warm." Merely telling students how heat differs from temperature or having them read about it in a textbook has traditionally had little or no effect on these entrenched misconceptions.

In the past, Kirkpatrick had clustered his students in small groups in a laboratory to study temperature. He had them observe water and moth flakes cooling, with some students calling out times and temperatures while others painstakingly recorded the data. Later, teams constructed graphs of their efforts and attempted to relate the curves on the graphs to key moments in the experiments. While students typically found these laboratory experiments more interesting and fun than a lecture or reading about temperature, the underlying cognitive concepts still did not seem to take hold.

Doing the experiment with the MBLs, Kirkpatrick's students were freed from the tedious mechanics of data collection, enabling them to focus on changes occurring before their eyes as recorded on the computer. Having the computer simplified experiments that would otherwise have been confusing. Real-time computer graphing was an antidote to their typically limited adolescent attention spans. His young experimenters, like "real" scientists, were able to use technological tools to collect, display, and analyze data, freeing them to concentrate on the effect of the experimental action, to observe, discuss, and analyze. Students were able to repeat their experiments easily when they had questions. They could also readily compare results with their fellow students, giving rise to lively class discussions about the meaning of the experiments.

If the computer was the silent laboratory partner, what was the teacher's role? Like any laboratory situation, where students have a hands-on engagement with learning, the teacher became a coach. In this instance, Kirkpatrick found that most students at first completely trusted the data from the computer. It was Kirkpatrick's job to direct their attention, to help them become aware of sources of invalid data, to teach them to diagnose the causes and help them evaluate data the computer collected. He taught them to detect poorly calibrated probes, discard data from such probes, and to recalibrate their scientific instruments. He guided their discussion to confirm their understandings.

Kirkpatrick has been delighted by the interactions he has observed among the students, and presides over countless fascinating classroom discussions of complex science concepts. He says, "I can't imagine a physical science laboratory without computers anymore."

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[1] This is a nonfiction account of the activities carried out by a real classroom teacher. See also Marcia C. Linn, University of California at Berkeley, "Using the Computer as a Laboratory Partner: Cognitive Consequences," paper prepared for the symposium on "Computers in School: Cognitive and Social Processes" at the Second EARLI Conference, Tubingen, Germany, September 1987.

ATTACHMENT B

Box 5-C.—Using Computers With Special Education Students[1]

"Chris Johnson" teaches special education: learning disabled, mentally retarded, physically handicapped, and speech impaired students ranging in age from 12 to 18 years in a large urban high school. Several years ago Chris enrolled in a graduate level course on educational uses of the computer. He saw the possibilities of using computers for individualized instruction and enhanced social interaction with his students, but realized that available software would need to be adapted or new software "invented" to meet his students' special needs. It was embarassing for his students to use elementary school software when they were in high school. He wrote a mini-grant proposal to a hardware manufacturer to adapt promising special educational materials, making them user-friendly and suitable to the structure and pacing of a special education classroom. As a result, he was awarded two computers for his class.

Chris explored various ways to apply the computer to his teaching. He has used the program *Printshop* as a business venture to help students develop vocational and social skills. Word processing skills have been particularly important for improving student self-esteem when, perhaps for the first time, a disabled student produces something legible that could be put in a book and shown to parents or friends with great personal pride.

Like many computer-using teachers, Chris views the computer as a tool that can do many things. Perhaps the most telling reason for Chris' enthusiasm is the computer's role as "equalizer" among his students and between them and other students in the school. He has instituted a peer buddy system to promote this process, pairing a special education student with a mainstreamed student to work together on computer activities. "My retarded kids could whup those regular kids with some of the memory games and some little spelling games and things like that. I think it was one of the first times that the regular kids perceived this normal competency level in handicapped kids." He has observed how the computer allows students with disabilities to find common ground with other students in the school. He also believes that many of his handicapped students will later in life need to interact with machines on the job or at home. School experiences with computer-based technology can present the handicapped learner with opportunities for future success.

Chris claims that the presence of computers in his classroom has made a substantial difference in the way he teaches. Some software has led him into content areas he would not otherwise have explored. The adaptation and invention of other software programs for special students has forced him to concentrate on students' control over their environment and over their own learning. He has observed his students using the computer to open new channels of communication with their peers, especially those students who have had difficulty with the social dynamics of the classroom, in making friends, or working with others. "I've had romances form around the computer;" for some of the students it was a deflection of having to work that difficult interaction of male/female roles. His enthusiasm is tinged with the understanding that computers are costly and require alot of his time to organize their use in the classroom, but he is undaunted. "The most compelling reason for using computers with special education students is that they work. They function as a multipurpose coping mechanism and as a catalyst to better social interactions, particularly important features of academic success in the special education classroom."

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[1] Composite portrait prepared by Martha Stone Wiske, Harvard University, Education Technology Center, and Philip Zodhiates, Education Development Center, Inc., "How Technology Affects Teaching," OTA contractor report, October 1987.

ATTACHMENT C

Box 5-B.—Using Computers in an Elementary Classroom[1]

"Laurie Adler" teaches first grade in a typical elementary school where she is responsible for teaching 26 students everything except art, music, and gym. She has taught for 14 years and has a bachelor's degree in elementary education. Four years ago she was unexpectedly given a computer to use in her classroom. Although computer use was not a required part of the first-grade curriculum, she believed she was expected to use the one she was given. "It was just dive in and get wet." She took one course offered by her district, but has basically taught herself by experimenting with games, educational software packages, and word processing. She continually reassured herself: "Not to worry, there's plenty of time to learn how to do this. These are little kids, I just have to keep a day ahead of them." Over the past few years, she has gradually felt more at ease using computers, discovering that "you can tell the computer what to do, that's basically what all the software is about. What a wonderful revelation—that it's not some magical machine!"

Laurie has had one computer in her classroom at all times and also has had access to several "floating" computers on carts. Her instructional approach with computers is flexible. The computer serves as a "learning station" in her classroom. "I've found that it just fits in with the way I like to do things during school. . . . Having a computer in the classroom helps me to keep more of an individualized approach to teaching." Laurie also uses the computer for whole class lessons and small group work. Her students use some mathematics and reading software, but they use the computer mostly for writing. The children have written short stories and poems far superior, she believes, to what they would have produced with paper and pencil. Because her students are always enthusiastic about using the computer and find that writing can be fun, she believes that the computer has had a positive impact. She observes longer attention spans and more patient behavior in her students. Moreover, by working together on the computer, her students are beginning to appreciate each other's strengths.

Initially, Laurie found that having a computer in the classroom presented logistical problems. "There were a lot of interruptions in the rest of the class when these kids were working on the computer. Then I found it works to have a master computer pal on a rotating basis, a child who really knows a piece of software, to whom those using the computer can go for questions rather than coming to me." She believes that computers encourage a sense of community in her class. Students often choose to work together on the computer; sometimes two children even share a chair.

Laurie thinks teaching with a computer is a little more difficult—the computer makes her work harder. "I have to keep things very focused in terms of the kinds of projects we're working on to be sure that all kids have an opportunity to use the computer." Each week, she makes up a schedule to ensure that everyone will have a chance to work on the computer once or twice a week for about 30 minutes. Laurie would use computers even more extensively if only she had more—more computers, more time, and more training. For now, she arrives at school early to prepare materials, and sometimes works late into the afternoon as well. Although no monetary rewards or special status are associated with knowing about or using computers in her school, Laurie says: "You know where the reward comes: it comes when children choose to stay after school, to come in at 8:00 o'clock in the morning to work on the computer, and when parents says that they appreciate the extra effort that you've made. I really appreciate that."

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[1] Composite portrait prepared by Martha Stone Wiske, Harvard University, Educational Technology Center, and Phillip Zodhiates, Education Development Center, Inc., "How Technology Affects Teaching," OTA contractor report, October 1987.

ATTACHMENT D

Box 4-B—Guided Observation: Iowa Teachers on Television[1]

At Iowa State University (ISU), student teachers observe exemplary teaching in diverse classrooms across the State, without leaving the campus. The Teachers on Television (TOT) program, which received a 3-year (1985-88) grant from the Fund for the Improvement of Postsecondary Education (FIPSE), is now in its fourth year of operation. The TOT project addresses two concerns in teacher education: preparing preservice teachers to become competent observers of teaching and learning environments, and providing a diversity of high quality introductory observation experiences to teacher candidates regardless of their location. TOT was designed to address these issues by using remote structured observations, supplemented with course material that shows the education students the relationship of pedagogical theory to real life teaching practice.

The TOT program uses live microwave television broadcasts that are remotely controlled via telephone from an observation site at Iowa State University at Ames. Classroom teachers are chosen for their diversity in grade level, curriculum materials, teaching style, and educational philosophy. All are exemplary teachers. Each observation classroom has a camera mounted on a pedestal with remote pan, zoom, and tilt features. The audio is mixed with the video signal and returned to ISU via microwave. The receiving site at ISU is equipped with a large video screen, multiple telephones, a control panel, a broadcast camera, and mixing equipment to overlay the facilitator's comments onto the classroom signal.

Prior to each broadcast, the participating classroom teacher supplies information about the instructional setting (e.g., lesson plans, student work, floor plan, teaching philosophy). An ISU education school faculty member serves as the facilitator, maintains regular contact with teachers, and interprets the class activity during the broadcast, shown in a second window in the television picture. The facilitator's role is to bridge education theory with actual teaching practice. At the end of each broadcast sequence, a followup interview with the teacher allows for discussion of what happened, identification of successes and problems encountered, and future classroom plans. Education students are able to observe TOT classrooms live on a drop-in basis at one of two classroom sites, or via videotape at their convenience.

Evaluation of the original FIPSE project focused on the impact of the TOT program on sophomore preservice teachers' attitudes and abilities to recognize effective teaching behaviors, and found positive outcomes in both areas. Students were enthusiastic about the experience, especially the opportunity to observe real classes on a regular and convenient basis, and to go back over certain portions of an observation with the use of the videotapes. Curriculum materials helped guide their observations. Some of the best teachers in the State were available to every education student at ISU without interrupting their work. The partnerships formed between the participating schools and the education school faculty also created an unusually high level of university/classroom collaboration leading to joint research projects, curriculum revision, and national presentations. Classroom teachers enjoyed the challenge of being role models for a new generation of teachers and found that teaching on television provided an opportunity for professional growth and statewide recognition while allowing them to remain where they are happiest—in the classroom.

At first, most of the ISU education faculty viewed the TOT project with skepticism. Education faculty lacked time and resources to integrate TOT into their courses. Faculty training and discussions focused on how these new resources could be used effectively. These discussions led to the design of a project funded by the Iowa Department of Education in mathematics and science instruction using teachers from the TOT classrooms and the ISU faculty.

As the project gained acceptance, transmission costs became a critical factor. A university-wide change in telephone service resulted in long distance call rates (Ames to Des Moines) jumping from a 50 cents per day flat fee to an hourly charge averaging $10 per hour and $60 per day. In addition, technical support costs increased when the university television station became a for-profit enterprise, and charges for service, microwave transmission, satellite transmission, and other activities were no longer subsidized. Both these factors made the project more expensive than anticipated.

At the conclusion of the FIPSE grant the project sought to become self-sustaining by developing a national consortium of university subscribers. In 1988-89, there were 7 subscribing institutions, with a long-term goal of 40 participants. Because of economic factors and the difficulties of scheduling broadcasts to other institutions across time zones, the observations are videotaped and mailed to subscribing institutions rather than being offered live over satellite.

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[1] OTA site visit, March 1989

ATTACHMENT E

Box 4-C—Los Angeles Educational Telecommunications Network[1]

The Educational Telecommunications Network (ETN), owned and operated by the Los Angeles County Office of Education, provides staff development via satellite. Programming is provided at no charge to 62 school districts in the county as well as to 25 other counties around the State. Subscribing counties pay an annual membership fee of $2,000, plus an additional amount based on their average daily attendance count (15 cents per pupil). Subscribers and the districts within Los Angeles county can participate in any of the live telecourses offered over the system, or may record and retain the satellite transmissions for later use. Each series includes leaders' guides and other support materials that can be duplicated and distributed within the participating district or county.

Telecasts for staff development in curriculum reform have been the largest use of the system. From October to May in the 1988-89 school year, ETN broadcast 54 programs dealing with changes in California curricula (28 in English/language arts, 14 in K-8 mathematics and 4 in preparing for mathematics "A" (9-12), and 8 programs on leadership issues for administrators charged with instituting the new curriculum). Publishers of English/language arts and mathematics textbooks sponsored an additional 26 telecasts to review alignment of their texts with the revised curricula. ETN also offered several hours of programming for teachers on such topics as suicide prevention strategies, child abuse prevention, AIDS update, and Hispanic parenting, as well as 4 hours for parents on special education resources. Administrative briefings and special meetings were also transmitted over the system. In addition, 26 hours of instructional television programs were broadcast over ETN for teachers to copy for later use in the classroom.

An advisory committee composed of teachers and assistant superintendents for curriculum and instruction recommend programming priorities, scheduling, key issues, and staff support requirements. Programs are live and interactive; viewers call in their questions and reactions. Some programs have been designed to be interrupted so that participants at local sites can discuss ideas and issues among themselves in the midst of the program, then go back to the presenters with their groups' questions and comments. Presenters also use video footage from classrooms to model the strategies and content being discussed in the telecast.

Of special interest in the ETN model is the use of on-site satellite facilitators who are trained in both technological "know-how" to receive ETN satellite transmissions, and in leading group discussions. The facilitators work with local district content specialists who are trained to answer questions on the content presented and to manage the pre-viewing, telecast, and post-telecast activities, and to organize later followup activities. Facilitators and content specialists receive leaders' guides that contain a summary of the video conference, masters for handouts, suggested optional activities, facilitators remarks, and detailed suggestions for followup activities.

The network resources can serve a broader range of training needs. Under a contract with the Los Angeles County Board of Supervisors, ETN will produce and telecast staff development courses for paramedics, law enforcement personnel, librarians, and social workers in the county.

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[1] OTA site visit, February 1989.

ATTACHMENT F

Box 4-D—National Technological University

The National Technological University (NTU) is a private, nonprofit institution founded to serve the advanced educational needs of today's busy, highly mobile engineers, scientists, and technical managers. NTU, which is governed by a Board of Trustees predominantly made up of industrial executives, began regular satellite delivery of advanced technical education in August 1985. Today NTU offers a wide range of instructional television courses taught by the top faculty of 28 of the Nation's leading engineering universities. Over 7,000 hours of academic credit instruction were provided to scientists and engineers choosing from the 455 courses offered by the participating universities in curriculums leading to Master's of Science in computer engineering, computer science, electrical engineering, engineering management, and manufacturing systems engineering. Two additional programs in materials science and management of technology were added in 1989. In addition, over 40,000 technical professionals participated in over 1,000 hours of noncredit state-of-the-art advanced technology and management programs.

Receiving sites are generally the laboratories and offices of the 60 some participating corporations and government agencies. Direct telephone lines from the receiving sites to the campus classroom provide for faculty-student interaction. The live classroom activity is supplemented by electronic mail, computer teleconferencing, and telephone office hours.[1]

Employee participation in courses is usually on work time and paid for by the subscribing corporation. Along with the quality of the educational courses, these factors are credited with much of NTU's success. Student motivation is high because of the support of their employers. The employer, in turn, benefits by being able to keep key staff up-to-date with technical information without losing them for long periods of study.

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[1] National Technological University, *NTU: Executive Summary* (Fort Collins, CO: 1989).

Written Testimony on H.R. 4130

by George V. Grune

Chairman and Chief Executive Officer

of

The Reader's Digest Association, Inc.

I am pleased to testify in favor of H.R. 4130, which will greatly benefit the teaching profession in our country. The bill focuses on the recruitment, retention, development and recognition of school teachers, activities which Reader's Digest also supports.

In my view the establishment and retention of a highly trained and motivated teaching force must be among our nation's highest educational priorities. The reason for this is quite simple. The future of our society depends upon the proper education of our young people, which depends greatly, in turn, on the quality of their teachers. Our young people are our future voters, workers consumers, taxpayers and leaders. Their understanding of our increasingly complex world and the responsibilities they will assume for their own families and for our society at large are crucially important to all sectors of our nation. Only well prepared teachers can help our young people gain the knowledge and skill they must have to function in the world they will inherit.

Unfortunately, the present condition of teaching in America is alarming. There are well documented teacher shortages. Projections indicate that these shortages will increase unless we can attract a greater proportion of qualified students into the teaching profession and also provide continuing professional development for those already in teaching. This situation demands the kind of comprehensive approach H.R. 4130 envisions. There is ample precedent for what the bill seeks to accomplish. A number of privately funded programs already are addressing problems facing the teaching profession, though on a much smaller scale than what H.R. 4130 could do nationally. A new thrust by the federal government combined with existing private efforts will enable us to achieve what neither of us can do alone.

The bill recognizes the need to attract qualified individuals into the teaching profession. I am aware of several programs designed to increase the pool of potential teachers. For example, the nationwide teacher recruitment campaign entitled "Recruiting New Teachers," has uncovered a large number of individuals across the country who are interested but not currently prepared for the teaching profession. The program's efforts to link these interested individuals with schools of education in their geographic area shows great promise for the future. In New York City, there is a scholarship endowment at Bank Street's College of Education for minority paraprofessionals currently working within the public school system. These new teacher recruits are given the resources to obtain their graduate degrees in education in exchange for a commitment to teach in the New York City public school system for three years. It is an arrangement through which everyone wins.

The bill also recognizes the need to retain qualified teachers in our schools while providing them with opportunities to continue to develop themselves personally and professionally. The need for continuing education is widely accepted in many businesses and professions. It should come as no surprise that in our rapidly changing world teachers also need to be kept abreast of developments both in subject matter and pedagogical issues. Some exemplary programs include the new Woodrow Wilson National Fellowship Foundation program for high school history teachers which builds upon the Foundation's model program for math and science teachers. The program has three components. A month-long summer institute at the Princeton University campus provides an opportunity for intensive study for 50 of the nation's best history teachers. From the month-long institute, teams of teachers are chosen to conduct one-week institutes for history teachers across the country. Finally, once back in their classrooms, participants can apply for mini-grants, to fund projects to share what they learned in Princeton with their local colleagues.

Another model program of professional development is the Yale-New Haven Teachers Institute, a recognized pioneer in university-school collaborations. The Institute strengthens teachers' preparation and effectiveness in the classroom by providing sustained opportunities for in-depth study with Yale University faculty members. The Institute has had a tremendous effect on the morale of its public school teacher participants and has helped retain these teachers in the urban New Haven school district. The Yale-New Haven Teachers Institute exemplifies the type of comprehensive professional activity which the present legislation would help to spread nationwide.

Teaching should once again be a most honored profession. The bill's emphasis on Teacher Recognition is a critical piece of the strategy. By singling out individual achievement we draw attention to excellence systemwide. We must boost the morale of our teachers by letting them know how much we appreciate what they are doing for all of us.

That is one of the reasons we created the Reader's Digest American Heroes in Education award. Our program identifies unsung heroes in American schools — educators who are solving problems ranging from teen pregnancy and drug abuse to the high drop out rate and poor academic performance about which we have become too accustomed to hearing. The importance of this program to teachers was best described in this comment from one of our 1990 winners, "Teachers have been among the most influential people in my life. I have aspired to emulate many of them. Your recognition of me means that I have reached that goal."

I also support the ways in which the present bill targets resources for minority students and teachers. Minority teachers are extremely underrepresented at a time when the student population is becoming increasingly diverse. We need to provide positive role models for these students. We also need to ensure that our minority students succeed in school. In many urban schools, in particular, these students have in fact become the majority. Only through education can the promise of our country become a reality for Americans of all colors.

I also applaud the fact that this bill provides incentives to attract teachers to those school districts which have become the most beleaguered in recent years, particularly in urban and rural systems. The students served by these districts are often the most in need of quality teaching and they are, unfortunately, usually the least likely to get it. By offering incentives to teach in these locations through loan forgiveness programs, this bill offers great hope for the improvement of education for all students regardless of address.

I recognize that the funding authorized by this bill -- $800,000,000 -- may seem extravagant in these days of budget deficits. However, I view it as a crucial investment in the future of our country. We must adopt a more farsighted approach to education. The future cost of inaction -- social dislocation, lost productivity, lost tax revenues, failed economic competitiveness, to name only a few consequences -- would greatly exceed the cost of this legislation.

It is both appropriate and necessary for the federal government to play a vigorous leading role in addressing the need for our teachers to be better prepared for the subjects they teach. Indeed the federal government has long supported programs to train our nation's teachers, especially in critical subjects such as the sciences and the humanities, through the National Science Foundation and the National Endowment for the Humanities. However, we must do more if we are serious about improving teaching and learning in our schools. The country needs the federal government's leadership, commitment and resources. I urge the speedy passage of H.R. 4130.

TESTIMONY

OF

STEPHEN A. JANGER
PRESIDENT, CLOSE UP FOUNDATION

PRESENTED TO

HOUSE COMMITTEE ON EDUCATION AND LABOR

THE HONORABLE AUGUSTUS F. HAWKINS, CHAIRMAN

MARCH 15, 1990

Mr. Chairman, distinguished members of this Committee, my name is Stephen A. Janger and, as President of the Close Up Foundation, it is my distinct honor to present this testimony.

As you may know, Close Up was founded in 1970 as a nonpartisan, nonprofit civic education organization. The nation's largest organization of its kind, Close Up has brought to Washington more than 270,000 students, teachers and older Americans from every state in the country, the District of Columbia, Puerto Rico, American Samoa, Guam, and the various Pacific Territories and Freely Associated States. In addition to our Washington based program, Close Up currently conducts a number of outreach programs involving more than half a million students and teachers in classrooms, state capitals and communities throughout the country. Our expansive network of volunteers includes classroom teachers, educational administrators, public officials, civic leaders, students and parents alike.

We share the Committee's outspoken concern regarding the value of a sound education. At the same time, we also recognize that this country is facing an immediate crisis in teacher preparation. Nationwide, large numbers of teachers - in all subject areas - will be needed in the coming years. These teachers will be required to face increasingly diverse populations and teach content that is rapidly and measurably becoming more complex. It is in this context that both the training of new teachers and retraining of today's teachers are critical. As you know, our teachers are required not only to prepare our children to be competent, caring, and responsible citizens, workers, consumers, and parents, but are also expected to be mentors to the young and inexperienced new teachers who will enter the teaching field in the coming years. It is for this reason that you are to be commended for conducting hearings to address the federal role in providing assistance for the recruitment and development of teachers.

Mr. Chairman, our country is becoming increasingly diverse and our world is changing almost faster than we can anticipate. In the last twelve months events have changed the world dramatically. There are discussions in virtually every area of society about the need to reform our educational system to guarantee that students obtain educational fundamentals and to ensure that the United States remains competitive in the global market. Most often, educational reform initiatives have focused on the need to improve students' skills in the areas of math and science.

We would certainly concur with the emphasis on math and science, but would also point out that civic education for the most obvious reasons is equally important in the world's leading democracy. It is in their role as citizens that young people will be making decisions relating to maintaining justice, upgrading the quality of life, preserving democratic institutions and protecting the environment. Informed and active citizens, thoroughly grounded in the principles and values of enduring American traditions, are essential to a responsive government and a supportive community. Events that are taking place all over the world are living testimony to the extent to which individual citizens can make a difference.. Most certainly, recruitment of bright, articulate, and informed history and civic educators can have a tremendous impact on our own future.

Mr. Chairman, I would especially like to focus my remarks on the necessity of providing exemplary inservice opportunities for teachers. We believe these opportunities are vital to meaningful reform in education. For nearly twenty years, the Close Up Foundation has worked directly with hundreds of thousands of young people and teachers to help them understand the underpinnings and processes of our system of government. Consistently educators tell us that their participation in Close Up activities both here in Washington and in the state and local programs that we conduct throughout the country are rejuvenating personally and have upgraded their capacity to present current and meaningful instruction.

When teachers are excited, their enthusiasm motivates students. When they receive opportunities to interact with legislators, members of the executive branch, lobbyists, journalists, political theorists and academics, educators are able to make government come alive for students in a very real sense. When they see innovative and creative teaching strategies modeled by experienced teacher trainers, educators will use these techniques to enliven and enrich their classroom instruction.

This is not "pie in the sky," Mr. Chairman, nor is it the impossible dream. These are the kinds of things we do at Close Up and since our inception as an organization, the response from educators has been positive and heartwarmingly encouraging. Investing in the education of teachers, recognizing their professionalism and building their self esteem, should be a priority component of America's move toward educational reform.

Mr. Chairman, I am delighted that you have included Title III, Professional Development Academies, to focus on teacher inservice training as part of the "Twenty-First Century Teachers Act."

I would respectfully hope that the Committee would consider a few additional issues as you move forward on the teacher inservice component of your bill. First, I would urge the inclusion of experiential elements in any Professional Development Academy curricula. Much of our work with teachers involves learning about government firsthand. During their week in Washington or in state capitals, our teacher participants learn about the pressing issues of the day, the legislative process, and also have an opportunity to meet with a wide range of individuals involved in shaping public policy. Teachers are able to discuss issues with Members of Congress or State Legislators, Executive Branch representatives, members of the press, and others. Indeed virtually every Member of this Committee has been part of their continuing education. This interaction is what teachers have valued and appreciated the most.

Second, research has shown that inservice training should not be a short-term or one-time proposition. There must be ongoing, continuous, and responsive support for participants. Professional Development Academies should strive to provide year-round resource assistance and support. Third, Academies must be geared to relevant needs, devoting significant time to developing instructional materials that reflect the most promising teaching methodologies and current practices. Where possible, deliver systems should be direct, but it seems apparent that it will be impossible to reach the required significant number of teachers by conventional means alone. For this reason, Academies should also have the capability to present instruction using the most up-to-date technology. This would include interactive television and conferencing, as well as direct and ongoing contact through computers both among teachers as peers and between teachers and the Academy. The Academy should have the capacity and expertise to review and critique classroom-based videoed instruction.

Our experience utilizing technology has demonstrated its value for teachers and students alike. For more than ten years, Close Up has produced public affairs programming aired weekly on C-SPAN. Tapes of our programs are used often and effectively by civic and government teachers in classrooms throughout the country. We have also seen the value of teleconferencing, linking students and teachers at multiple classrooms sites with guests in Washington or at one or more of the sites. Again, many of you have shared your expertise in this way. The possibilities of networking Professional Development Academies, inservice training, and teachers are important and abundant.

Mr. Chairman, there is no doubt that increased inservice opportunities will benefit each and every teacher who participates. The ultimate beneficiaries, of course, will be their students. We would recommend, however, that Academies pay particular attention to teachers serving populations that are traditionally disadvantaged and underserved. Finally, we would encourage the Committee to provide latitude with respect to requirements for establishing Academies. We would encourage you to deem nonprofit organizations eligible to apply for grants to help establish and conduct Professional Development Academies. It may also be logical for some Academies to be subject specific. Approaches and methodologies for one discipline may not always translate to another.

Mr. Chairman, thank you for the opportunity to present testimony. Again, I commend you and your colleagues for focusing your attention on this very critical issue. I would be pleased to respond to any questions you may have.

END

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